XD-AAW-460-A
ISN 52465

EVALUATION

Haitian Association of Voluntary Agencies

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Port-au-Prince, Haiti
July 12, 1986

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EXECUTIVE SUMMARY

HAVA is an organization with considerable potential to assist in the development and coordination of the numerous private voluntary organizations (PVOs) working in Haiti. Estimates of the number of such PVOs run from 300 to 800 with the difference accounted for in part by differences in definition of what constitutes a PVO. Whatever their number, PVOs are an important resource for the development of Haiti. In addition to their material and human resources they bring readiness to work at the community level, which puts them in touch with the needs, problems, and capabilities of the less advantaged, and a long-term commitment, which is conducive to well-rounded development and responsive to long-term problems.

By well-rounded development we mean development which does not just deal with particular needs such as health or, even more specifically, corn production, but which deals with all basic needs in such a way as to enable the beneficiaries, in the long run, to meet their own needs, to take off as it were. The long-term commitment means that the PVOs are there to pick up the pieces when the benefits of specific projects are undone by subsequent problems such as organizational breakdown or change in markets for agricultural products.

Several forms of help, however, could greatly increase the efficiency and effectiveness with which the PVOs in Haiti carry on the task of development. Most important are institutional development (i.e., development of the planning, management, and evaluation capabilities of the many small and inexperienced PVOs), and coordination of PVO activities in such a manner as to avoid duplication, work out common objectives, and share resources. HAVA is playing an important role in providing the needed help in these areas.

To accomplish that aim more effectively, however, HAVA needs to take certain internal steps and receive external support. First, HAVA must activate its sectoral committees, which are its potentially most important instrument for coordination of PVO efforts. Most of these committees have not attained the possible or desirable level of activity. Secondly, though HAVA has been quite successful in obtaining project funds, it should move quickly and vigorously to develop sources of funding for its core administrative costs for which it is currently almost completely dependent on AID. One of the most attractive sources of such funding, attractive because it is not dependent on donors, is provision of reimbursable services by HAVA to its members. This evaluation explores the possibilities for such services at length and suggests a number of actions to introduce an experimental effort.

External assistance from AID will be needed in the immediate future to:

- cover core administrative costs after expiration of the current grant and until HAVA has developed other sources of funding for that purpose;

- fund the hiring of a reimbursable services manager and of a fund raising expert in the United States;

- continue the HAVA small grant program, which is an important instrumentality of the institution-building effort, both by virtue of the resources it provides small PVOs and, even more importantly, as a means of bringing these PVOs into HAVA's orbit; and

- fund technical assistance and training in institutional development.

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I. SUMMARY

A. PURPOSE OF EVALUATION

HAVA is being evaluated on this occasion for several purposes. One is to provide a basis to USAID, which gave HAVA a two-year grant now drawing to a close, for deciding whether further support to HAVA is warranted in the light of its performance under the grant and its current potential. The second is to advise USAID what should be done in the future,. if its funding is continued, to increase HAVA's effectiveness and viability. The third, and by no means least important, is to advise HAVA on what it can do to increase its effectiveness and viability.

B. SUMMARY OF PROJECT DESCRIPTION

1. Implementation History

a. Project Goals and Purpose

HAVA, the Haitian Association of Voluntary Agencies, is a non-profit, non-government, apolitical consortium of private voluntary organizations (PVOs) also referred to as NGOs (non-governmental organizations). It was founded in 1981. In July 1984 USAID provided HAVA $364,000 in ESF funds for a two-year period.

The project goal was to assist the Haitian rural and urban poor by coordinating and strengthening the efforts of the considerable and diverse population of private and voluntary agencies currently operating in Haiti. The purpose of the project was to help HAVA establish itself as an effective and viable PVO clearinghouse and support organization. This purpose was to be accomplished through the following activities.

1. The creation of a permanent core of professional personnel.

2. The establishment of a capability to collate information on NGOs in Haiti as well as manage information systems to ensure more effective planning and greater exchange of approaches and expertise among NGOs, donor ideas, agencies, and other private and public sector agencies in Haiti.

3. The management of a sub-grant fund in the amount of $50,000 earmarked for small NGOs in the development sectors.

4. The establishment of a part-time liaison position with the Florida Association of Voluntary Agencies for Caribbean Action (FAVA/CA) for the improvement of relations and fund raising capabilities between HAVA, FAVA/CA, and other U.S.-based NGOs.

5. The establishment of a public relations and fund raising activity within HAVA for the strengthening of its overall and long-term financial viability.

b. Project History

In December 1983 HAVA submitted a project proposal to USAID/Haiti for funding; yet since it required additional information, another proposal was prepared and presented to USAID in March 1984.

The proposal solicited funds for institution building and provision of services to member agencies. After considerable negotiations, USAID responded favorably and approved the grant request for a two-year period (July 1984-June 1986). In July 1984, the funds were made available to HAVA.

The second stage in the evolution of HAVA was marked by institution building and the consolidation of its services. The grant permitted HAVA to put necessary administrative structures in place, enabling it to carry out its initial mandate.

This period was also marked by the continued tendency toward diversification of the membership and a marked increase in the number of national and non-American agencies affiliating themselves with HAVA. This tendency was reflected in the new Executive Committee (board of directors) which was elected in the fall of 1984.

HAVA Technical Committees shifted their perspective and activity in view of changing priorities within the membership and the increased coordination amongst the various agencies. Earlier they emphasized primarily seminars including government representatives. Now they are primarily concerned with the identification of inter-agency capacities and problems and with the development and implementation of joint program approaches.

The AID grant period has just come to an end and HAVA is examining its future directions and seeking other sources of funding.

Having gone through some of the stages of institutional growth, HAVA is now also beginning a process of self-evaluation whereby values and policies are re-examined with a view to their long-term implications for the institution and for development in general. This process has been, and continues to be, principally an internal one arising from the membership, rather than being a reaction to external factors.

In 1986 HAVA is no longer the same organization that it was in either 1981 or 1984. In general this difference can be attributed to three factors:

- a change in membership;
- the development of its administrative structure through adequate staffing and equipment and the elaboration of appropriate procedures;

- the increasing diversity within the growing HAVA membership and in particular the shift in objectives within the membership.

HAVA has in the past had what could be characterized as a somewhat passive membership. There have been exceptions but the Executive Committee, realizing this tendency, has been looking for ways of increasing the participation of members.

During the past year, one can see the results of this concern. More members are attending General Assemblies and sectoral meetings, more are requesting services from HAVA, and, above all, more are asking questions and requesting information. This process led to the General Assembly Meeting of May 30, 1986, during which agencies requested a reassessment of HAVA's original objectives, evaluation of its priorities, and an appraisal of the relationship between the general membership and the Executive Committee and the Secretariat (staff).

2. Implementation Arrangements

HAVA is the implementing agency for the AID project in connection with which this evaluation is taking place. HAVA is run by a permanent staff, the Secretariat, which is paid for by the AID grant and is heavily supported on a day-to-day basis by member volunteers on the Executive Committee, the sub-grant proposals review committee (The Technical Assistance Request Review Committee, TARRC) and the Technical (Sectoral) Committees.

The FAVA/CA relationship with HAVA was formalized in a subcontract between both organizations. The project included $40,000 to pay for a part-time Liaison Officer and Administrative Assistant of FAVA/CA to carry out public relations and fund-raising activities on behalf of HAVA in Florida. In response to outstanding requisitions for equipment and materials, the contract period of one year was extended to a second year ending June 30, 1986.

HAVA's membership fees as well as the proceeds from HAVA services to its members are utilized to cover non-budgeted miscellaneous expenditures.

In January 1986, CEBEMO (a Dutch development organization) donated $25,000 to HAVA to support inter-agency exchange of expertise, program evaluation and monitoring, and a program for technical documentation and visual aids. This grant does not cover activities included in USAID's budget.

In early 1986, PACT (Private Agencies Collaborating Together) gave a $10,000 grant to HAVA to fund a feasibility study of a HAVA hostel and conference center as a means of providing services to members.

Since the end of 1985 HAVA has been looking into other sources of funding in order to ensure its future financial viability. Though HAVA has been very successful in securing funding and probable funding for program activities, it

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has made little, if any, progress in obtaining funding for its core, administrative costs. A "bridging grant" proposal has been submitted to USAID to cover administrative costs from September 1986 through May 1987.

3. Implementation Actions

USAID's grant to HAVA covered the period July 1, 1984, to June 30, 1986. This period has been extended to August 30, 1986, to allow HAVA to utilize remaining project funds while its proposal for a "bridging grant" is under consideration.

Two budget revisions were approved by USAID during the life of the project. The first revisions, covering the period July 1985 to June 1986, redistributed line item allocations to reflect the needs of the organization as they had evolved. Salary support, travel costs, office equipment and vehicle maintenance were, in particular, increased.

The second budget revision, in December 1985, basically served to extend the grant period. In this case, support such as office equipment, salaries, office expenses, and vehicles were decreased in order to increase other line items more directly related to program and institutional viability, such as travel costs, technical committees costs, and public relation costs.

The total amount of the original grant budget, $364,000, remained unchanged.

C. SUMMARY OF MAJOR FINDINGS

Although HAVA got off to a slow start, due to weaknesses in leadership, the pace and quality of its activity have picked up impressively during the past year, and particularly the past six months, with changes of the President and Secretary General. This has been demonstrated in program accomplishments, including funding obtained from and proposed by donors, and management systems put in place. These accomplishments; extensive conversations with the HAVA Secretary General, Executive Committee members, HAVA members and non-members, and representatives of donor organizations; and observation of HAVA officials, the Executive Committee, and the General Assembly in action have convinced us that the organization has a very good potential to assist significantly in the development and coordination of PVO programs in areas of priority interest to its members and AID.

HAVA still has weaknesses, in the performance of the Technical Committees, in seeking on-going funding for its core administrative costs, and in lesser matters, but it is aware of the weaknesses, is determined to address them, and has sound ideas of how to go about doing so.

The potential linkage between HAVA and USAID strategies is very close.

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D. SUMMARY OF RECOMMENDATIONS

1. HAVA

a. Priorities

1) HAVA's program should concentrate on the following, in the order indicated:

- institutional development of members, particularly small and Haitian PVOs;
- coordination of member activities;
- reimbursable services which earn income for HAVA while benefitting members;
- representation of member interests before government et al.;
- obtaining and administering funds and other resources for members;
- technical assistance and training;
- information gathering and dissemination.

2) Cross-cutting priorities. HAVA should:

- emphasize programs which meet the basic needs (food production; environmental protection; income and employment generation; primary and preventive health care; primary, adult and development program related education; and basic shelter) of the less advantaged;
- take appropriate action to assure attention to cross-sectoral considerations (for instance the role of women in development and the use of appropriate technology) including formation of special committees, literature review and consultation with experts, dialogue between technical committees and special committees and staff, holding workships and seminars, and issuing bulletins;
- seek to increase membership by rendering the above services effectively and taking the steps recommended in section d. "Membership and Participation in HAVA," below.

3) Subgrant programs

- should not be expanded to the point where they conflict with other priorities;

- may be kept within manageable size by giving preference to large grants, provided this is not permitted to interfere with the institutional development priority, i.e., the need to develop the smaller and less experienced PVOs.

b. Services

1) Institutional development should:

- include training and technical assistance in developing program and project planning, management including project implementation, and evaluation;

- be one of the primary responsibilities of the HAVA Secretary General;

- be furthered by the use of members to help each other, through continuing relationships as well as in an ad hoc manner, and by calling upon free or low-cost technical assistance sources, such as PACT, as well as HAVA staff;

- be furthered among more advanced members by exchanges of personnel for evaluation purposes.

2) Coordination should:

- include avoidance of duplication and overproduction, arrangement of mutually supportive efforts and sharing of resources, providing technical information to members, and developing common positions with regard to needed or opposed government action;

- be furthered through the HAVA technical committees, which for this purpose should be strengthened by

  - filling out their membership,
  - being provided with at least part-time staff,
  - requiring result oriented annual action plans and agendas for, and reports on, individual meetings,
  - expanding the role of the Agriculture Committee to include environment, or creating a new Environmental Committee, and adding Employment Generation to the Income Generation Committee,
  - promoting division of labor, specialization, and sharing of expertise among members,
  - obtaining from outside experts technical information, ideas, and comments on programs proposed by the committee and sharing these with the members in the committee and through bulletins,
  - developing geographic or product foci (e.g., watersheds or crops) around which coordination efforts can coalesce,
  - developing common positions on issues of importance;

- providing the members involved in production-oriented activities with information on local market opportunities and technical assistance sources, and
- eventually striving to promote sectorwide planning and coordination.

3) Reimbursable services should be developed by HAVA as rapidly as possible, as a source of income as well as a service to the members, with due consideration of HAVA relationships with the for-profit private sector, by:

- establishing a separate department for this purpose;
- hiring, perhaps on a commission basis, an entrepreneurial person with business skills, and, if possible, experience who is interested in HAVA's goals;
- placing the prime responsibility on the reimbursable services manager to decide when it is necessary to contract for feasibility studies rather than undertaking expensive studies beforehand;
- building up services gradually so as to avoid excessive administrative burdens and minimize risk, perhaps by contracting initially for services in some cases rather than providing them directly;
- supervising the reimbursable services manager closely at the beginning, through the Secretary General and/or a member knowledgeable about business, to assure that adequate feasibility studies are done, that no undue risks are taken and that the manager is going about the job in a satisfactory manner;
- notifying the members of the purpose and experimental nature of the effort so that they don't feel let down or lose confidence if services are discontinued;
- charging fees for services currently provided free of charge wherever such services are not customarily provided to the members by an association of organizations such as HAVA;
- charging for funds raised by HAVA, if not directly, then through charges for search costs, proposal writing, and accounting services;
- setting a sliding scale of fees according to the ability of various categories of members to pay;
- educating members to the need for a fee system.

4) Representation of member interests before the government and others should be a responsibility of the technical committees as well as the staff and should focus on such problems as governmental constraints to development in their sectors.

5) Obtaining and administering funds and other resources should be pursued by:

- giving priority for assistance to those PVOs which are least capable of raising funds themselves, including locating funding sources, assisting in proposal writing, and administering subgrants for donors which do not want to make small grants;

- retaining professional fund-raising assistance in the United States with a focus on small foundations and individuals and establishing direct links between donors and Haitian PVOs;

- seeking funds in Haiti both directly and through large-scale, United Way type drives;

- seeking endowments as well as project grants;

- obtaining for the members resources other than cash, such as excess property, but avoiding suppliers who are motivated more by what they have to give away than by what Haitian PVOs need.

6) Technical assistance and training efforts should:

- give priority to institutional development and program related, as opposed to less focused, training;

- arrange technical assistance and exchanges among members, including a roster of technical assistance time available from members, and division of labor and specialization among PVOs involved in development efforts coordinated along geographic or product lines;

- list, and establish and maintain relations with, sources of free and low-cost technical assistance, such as PACT and the Peace Corps;

- use member experts for training;

- eventually acquire staff who can provide technical assistance and training;

- concentrate on priority program related, as opposed to more general, training needs;

- run courses outside Port-au-Prince so as to reduce cost and/or more effectively reach members outside the capital;

- arrange seminars or conferences on specific topics for PVO specialists working in Haiti to exchange ideas, experiences, and techniques;

- initiate follow-up inquiries to find out how useful the technical assistance or training proved to be and to obtain feedback.

7) Information gathering and dissemination should:

- give priority to information systems which support other HAVA priorities such as coordination, representation, fund raising, and technical assistance;

- be evaluated by discussion with representative samples of members;

- include, at least in the long run, an agricultural export market and technical assistance referral service to apprise PVOs in Haiti of market product options and alert them to new opportunities and adverse trends;

- include
  - a government action alert system,
  - a list of experts who have rendered good service,
  - a temporary employee roster,
  - a library of evaluations, case studies, and project descriptions,
  - case studies and evaluations of particularly unusual and promising programs.

c. Planning

HAVA should develop long-term and annual action plans.

d. Membership and Participation

Membership and participation in HAVA should be encouraged by:

- continuing efforts to increase Haitian membership and participation through
  - efforts to assure substantial Haitian representation on committees,
  - translation of all significiant documents into French or Creole,
  - use of Creole in General Assembly meetings,
  - use of French or Creole acronyms or compound titles for all organizational units;

- continuing to make it clear to members and potential members that HAVA is an independent organization and not an instrumentality of any outside organization or group;

- encouraging participation by second level staff of members in General Assembly and Technical and Special Committee meetings;

- increasing the efficiency and effectiveness of meetings by requiring action-oriented agendas and using group management techniques;

- decentralizing through
  - seminars and regional assemblies and chapters outside Port au Prince,
  - continued frequent field visits by staff and committee members,
  - enlisting members in Port-au-Prince to visit members in the provinces while on field trips;

- more extensive and systematic contacts with new and inactive members through "sponsorship" by active members and other means.

e. Other Organizational Matters

In addition to the above, HAVA should strengthen its organization by:

- appointing a strong deputy director as soon as financially possible;

- being careful not to overburden the volunteer system on which it so heavily depends.

2. <u>USAID</u>

a. Bridging Grant

We recommend that USAID continue funding HAVA through a bridging grant period during which it can decide if further funding should be made available.

b. Ongoing Funding

USAID should perform an informal, in-house evaluation of HAVA around January of next year to determine if it is realizing its potential and should be provided further funding. The evaluation should look particularly at such things as: increase in and quality of member institutional development and ccordination activities; progress on representation functions and reimbursable services and fund-raising activities; level and quality of Technical Committee activities; effective grant administration; and focus on priorities.

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c. Additional Funding

We recommend that AID provide additional funding to HAVA, beyond that provided for in the bridging grant proposal, for the following purposes, in order of priority:

- hiring a reimbursable services manager during the bridging grant period;
- retaining at least a part-time fund raiser in the United States;
- $80,000 for continued small ($5,000 or less) subgrants during the bridging grant period;
- $5,000 for training and technical assistance related to institutional development during the bridging grant period;
- additional grant administration personnel and a Deputy Secretary General, if AID funding for subgrants exceeds $380,000;
- Technical Committee coordinators, if the project is extended beyond the bridging grant period;
- a market researcher in the United States, if the project is extended and it is decided that it is worthwhile experimenting with production for export by PVO supported small famers.

d. Program Size

USAID funding for grants should not be increased above $380,000 without also providing for personnel to administer the grants, but even then care should be taken not to increase grants to the point where supervision by the Secretary General interferes with other priorities or jeopardizes the quality of subgrant administration.

e. Program Coordination

Management training for AOPS members (a Haitian organization that coordinates AID-supported health programs) should be handled by or at least in coordination with HAVA.

E. SUMMARY OF MAJOR LESSONS LEARNED

The major lesson learned, or rather, reaffirmed, in this evaluation is that leadership is the most important factor in organizational success, more important than systems or structure, and that donors must pay special attention to it rather than treating it as a given.

F. EVALUATION METHODOLOGY

1. Objectives and Organization of Data-Gathering Instruments

This is an end of project evaluation. Its objectives are to determine whether AID should continue to provide financial support to HAVA and if so what steps should be taken to strengthen HAVA's performance.

Information was gathered through interviews with members of HAVA, non-member PVOs in Haiti, USAID/Haiti and AID/Washington personnel, representatives of donor agencies, and officials of international PVO consortia (CODEL and PACT). Although checklists of questions were used in the interviews (Annex C) they were not administered as questionnaires. Interviews were open ended and otherwise structured so as to encourage constructive criticisms and suggestions from informants. Suggestions formulated by the evaluation on the basis of early interviews were discussed at length with later informants.

Observations of the HAVA staff and Committee members as well as HAVA members were conducted through attendance at meetings of committees and individuals and at a HAVA General Assembly, and through the presence of the evaluators during HAVA field trips and during day-to-day office work. In addition pertinent files and documents were reviewed.

The sampling of informants interviewed was established by referral. At the end of each interview, the informant--whether member or non-member of HAVA, whether favorable or not to the Association--was asked to recommend one or more other informants capable of providing valuable commentaries, suggestions, and/or criticisms.

2. Itinerary and Other Logistical Details

The evaluation team worked in the HAVA office. Interviews were held at the HAVA office or at the office of the informants both in and out of Port-au-Prince. Three days were spent in the field from June 18 to 21, in the north of Haiti in and around Gros Morne and Cap-Haitien. The purposes of this field trip were to find out how HAVA is seen by members or potential members in the provinces and to observe HAVA personnel in action in the field.

The HAVA Secretariat has provided the evaluation team with unstinting support. All staff members were ready at all times to help and responded to questions and requests with great patience and thoroughness. Documents and files requested were submitted diligently and rapidly.

The USAID PVD (Private Voluntary Development) office staff has also been very helpful and responsive in providing information, documents, and logistical support to the evaluation team. An AID vehicle with chauffeur was made available for the three-day field trip.

Transportation within the Port-au-Prince area was provided by the local evaluator in her personal vehicle and by public transportation.

3. Composition of the Evaluation Team

The evaluation Team Leader, Richard Greene, was contracted in the United States by Creative Associates. His candidacy had been previously approved by HAVA's Executive Committee. Mr. Greene has extensive experience in development policy, planning, assessment, project design, evaluation, program and project management, technical assistance, training, and logistic support. He spent over 25 years with AID and has been an international development consultant for the last four years. He has worked in Latin America and the Carribbean, Africa, and Asia.

G. COMMENT ON EVALUATION SCOPE OF WORK

The evaluation scope of work was exceptionally thorough, clear, and explicit. This was helpful in orienting the evaluators and identifying specific questions for the evaluation. On the other hand, there was a potential problem with the scope of work arising from its specificity. In an effort to suggest ways of appraising HAVA's managerial capability, the scope directed the evaluators to examine various management systems (such as the policies and procedures manual, evaluation forms, instructions and practices, and management information systems) without, however, spelling out the broad, underlying question these specific questions were intended to address. Although examining these systems was helpful, direct observation of the functioning of the chief executive officer (Secretary General) and other officers of the Association, and asking members and informed others what they thought of the functioning of the Association, was more helpful.

There was no difficulty over this in the instant case, since the evaluators noted the problem and the Project Manager readily agreed to a change in emphasis. However, it's conceiveable that some evaluators would take the scope of work literally and spend too much time on questions prescribed in the scope while neglecting better lines of questioning which were not prescribed. To avoid that it would be helpful if care were taken in preparing scopes of work to state the underlying question and present the specific questions as ways of getting at it which should be subjected to critical scrutiny and are open to renegotiation.

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II. BACKGROUND

A. HISTORY OF HAVA

The Haitian Association of Voluntary Agencies (HAVA), which was founded in 1981, has evolved through various stages which were and are indicative of its institutional growth and development. We will briefly describe these stages in order to provide the context, both historical and institutional, for an examination of HAVA as a PVO consortium in 1986.

The early phase constitutes the period from the founding of HAVA to early 1984. HAVA was founded by a group of private voluntary agencies which saw a need for a PVO umbrella organization to coordinate development efforts and disseminate information. The 1970's were characterized by a rapid increase in the number of organizations involved in development in Haiti and a major increase in the amount of foreign aid money coming into the economy. The situation was, in a sense, out of control. The sheer number of both organizations and dollars often resulted in the duplication of projects, lack of communication, lack of understanding, and, in some cases, mismanagement leading to benefits accruing to people other than the target group. The founding of HAVA was a way of responding to this situation and counteracting its negative aspects.

The founding group of HAVA members was made up of development and relief organizations which were either medium- or large-sized and which, for the most part, could be characterized as American or American-oriented. This uniformity was apparent and influenced the way in which other organizations viewed HAVA. The Haitian Association of Voluntary Agencies was, at that time, not very Haitian; the Haitian viewpoint was little represented.

The presidential decree of 1982 concerning the registration of relief and development PVOs, as Non-Governmental Organizations (NGOs), while in response to the general situation, also led to increasing PVO membership in HAVA. The government's attention to PVO activities apparently gave impetus to the idea of affiliation with a group which could serve as a forum and spokesman for PVO interests.

Within the PVO community, opinions were divided with regard to the 1982 decree. Some favored compliance while others, fearing that the decree would be used by the government to control rather than coordinate PVO activities, advocated noncompliance. Until the law went into effect, HAVA advocated noncompliance based on the need for modifications in the decree. Once the law was put into effect, HAVA complied with its requirements while maintaining a strong position with regard to the future modification of the decree.

The increased membership led to a diversification of member agencies. American and other international organizations continued as active members but a shift toward a more balanced representation was underway. The influence of new members led to a refinement of HAVA's initial mandate and the introduction of a more diversified representation within the Executive Committee and HAVA's other committees.

This initial period was thus one of institutional growth based on an understanding of and acceptance of the need for a PVO umbrella organization. HAVA, despite the lack of funds, provided a means of coordinating PVO activities within the different sectors of development.

Prior to HAVA's funding by USAID in July 1984, a needs assessment was conducted by GTIH (Group de Technologies Intermediaire d'Haiti) for HAVA, in February 1984. This allowed HAVA to plan the 1984-1986 Technical Committee activities, on the basis of member needs highlighted by the survey.

From this survey common areas of need emerged, such as assistance in programming and project preparation, monitoring and evaluation, and inter-agency information with an emphasis on project site information. On the basis of the survey, the objectives of each Technical Committee were established, as stated in the March 1984 proposal submitted to USAID/Haiti. However, they were not all implemented. During the course of the project, HAVA's Technical Committees have mostly focused in varying degrees on (1) the identification of NGOs and other national and international, public and private, organizations working in their respective sectors, (2) the organization of seminars and workshops which would help them identify common areas of focus, (3) the coordination of actions, (4) the standardization of equipment, and (5) liaison activities that would allow them to identify both local and external assistance.

B. CURRENT ORGANIZATION

1. The Membership

HAVA membership is characterized by its diversity. It counts American, European, and an increasing number of Haitian PVOs. Some of the division between groups include:

- national vs. international
- secular vs. mission
- relief vs. development
- rural vs. urban
- grassroots vs. other
- non-American vs. American
- large vs. small

2. The General Assembly

The General Assembly is made up of all members of HAVA. This Assembly has the power of final decision on all policies and matters relating to overall management. The Assembly meets regularly six times a year, once every two months. The membership dues are $120 per year.

3. The Executive Committee

The mandate of the Executive Committee is to manage the affairs of the Association. However, although it has the power to accept major funding from donor agencies, the decision to accept these funds must be ratified by the General Assembly.

Members of the Executive Committee are elected by the membership at the last General Assembly of the calendar year. The Committee consists of a President, Vice-President, Secretary, Treasurer, and three members at large. The three members at large are elected as heads of the Resource Development and Public Relations Committee, the Planning Committee, and the Finance and Administration Committee, subcommittees of the Executive Committee. In addition there are two subcommittees appointed by the Executive Committee, the Procurement Committee and the Technical Assistance Request and Review Committee, which reviews sub-grant proposals.

The Executive Committee meets at least once a month. However, often, as during the period of this evaluation, the Executive Committee (EC) meets once a week or more as needed.

There are close links between the EC members and the Secretary General who attends all EC meetings. Apart from the Information and Adminstrative Officer who takes the minutes of the meetings no other member of the Secretariat has formal relations with the EC--though the accountant works closely with the Treasurer.

4. Subcommittees of the Executive Committee

The function of the Subcommittee on Finance and Administration is to ensure that the financial and administrative activities of HAVA are carried out in accordance with the policies, procedures, and By-Laws. The Committee is also responsible for preparing an end-of-year report on financial and administrative matters for the EC.

The functions of the Subcommittee on Resource Development and Public Relations are to recommend ways of developing a resource base which will enable HAVA to carry out its planned activities, as well as to develop guidelines and strategies for relations between HAVA and the Government of Haiti and with the public at large. This committee also recommends to the EC any changes in guidelines and strategies for public relations and resource base. The activities of this subcommittee have yet to be developed. The position of chairman was vacant for a long period of time. With the election of a chairman to this position last November 1985 the situation is expected to improve. Public relation activities are also the responsibility of each member.

The function of the Subcommittee on Planning is to plan future activities of HAVA. The responsibility involves the review of existing plans and recommendations for continuation, termination, or revision of such plans, as well as the development of new plans. This subcommittee has planned the yearly activities of HAVA's Technical Committees' seminars and workshops as well as the meetings and visits of FAVA/CA (Florida Association of Voluntary Agencies for Carribbean Action) in Haiti.

The Procurement Subcommittee is composed of four members. The Vice-President of the Executive Committee serves as Chairperson. Other members are selected by the Executive Committee. The Information and Administrative Officer serves as ex-officio member. It is this person's responsibility to implement decisions taken by the Committee. This Committee approves or disapproves equipment purchasing requests from the Secretariat.

The Technical Assistance Request and Review Committee (TARRC) is comprised of four permanent members, two ex-officio members, and a varying number of advisory members. The President of the EC serves as the Chairperson of this subcommittee. Other permanent members of the TARRC are the Vice-President and Treasurer of the Executive Committee, and the Chairperson of the Resource Development and Public Relations Committee. The Secretary General and the Information and Administrative Officer serve as ex-officio members. Chairpersons of Technical Committees (also called Sectoral Committees), under which submitted requests fall, serve as advisory members on this committee.

The function of the TARRC is to review and act on requests for grants submitted by HAVA members. This committee also responds to requests for technical assistance which require the services of consultants. These requests can be made by either HAVA member agencies or by the Secretary General. The TARRC meets once a month to evaluate requests submitted. Following such evaluation, the TARRC suggests modifications if deemed necessary and/or approves or rejects funding. If a project does not fall under HAVA's criteria for funding the TARRC may direct the applicant to another donor agency.

The Technical Committees of HAVA have been established to pursue the purposes of HAVA as these apply to specific sectors. Specifically, the Technical Committees (TCs) facilitate exchange of information among members working in a common sector and introduce new concepts and information to these members on topics of interest and importance. Furthermore, the TCs exist to encourage and promote collaboration between members working in a common sector and with governmental and other development agencies as appropriate.

TCs exist in the following areas of specialization: Health and Social Services, Water and Sanitation, Education (with its specialized sectors, Pre-School and Primary Education, Secondary, Vocational and Higher Education, and Adult and Nonformal Education), Income Generation (formerly called Small Business and Handicrafts), Agriculture, and Disaster Relief Preparedness.

The TCs objectives, as established in the HAVA Project Proposal, have not been implemented in full, with the exception of the Water and Sanitation Committee on which case history will be presented in another section of this report. HAVA is aware of this situation and has decided to re-orient the activities of the Techical Committees in the coming year, towards:

1) "Playing a role of advocacy and advice in terms of program content and approach in each sector;

2) fielding requests from organizations and qualified individuals for recruitment and placement, linking project needs with available expertise;

3) conducting on-site training for field staff through demonstration projects;

4) facilitating and streamlining sectoral functioning through the identification and resolution of problems or inadequacies within sectoral inter-agency activity." (Annual Report of the Secretary General, 1984-85, p.4.)

5. The Secretariat

The HAVA Secretariat is headed by the Secretary General who is an ex-officio member of the Executive Committee. Staff is responsible, as delegated, to carry out the activities of HAVA as planned and required by the General Assembly and the Executive Committee.

In addition to the Secretary General the staff currently consists of an Information and Administrative Officer, an accountant, an administrative assistant, a bilingual secretary, a part-time Program Coordinator for the Water and Sanitation Committee, and a messenger.

The present HAVA staff members are qualified individuals, fully committed to the Association.

6. Public Relations and Liaison Activities

HAVA's liaison activities between NGOs, government institutions, and various multilateral and/or bilateral organizations are an ongoing process and have significantly increased in the course of the grant period.

HAVA is a member of the Mixed Commission of the Ministry of Plan and, as such, serves as one of the NGOs elected to represent the PVO community in the Coordination Unit for NGO activities at the Ministry of Plan.

Through the activities of its Technical Committees HAVA is well represented at seminars held by various GOH Ministries such as Agriculture, Public Health, Education.

HAVA has also built, through joint activities and seminars, close links with UNICEF.

III. PROJECT DESCRIPTION

A. DEVELOPMENT PROBLEM

Haiti is the poorest country in the Western Hemisphere with a per capita GNP of about $300, as compared with $510 for Bolivia, the next poorest, and $1,370 for the Dominican Republic, with which Haiti shares the island of Hispaniola. Total GNP growth in the period 1965-83 was only 1.1 percent. The economy is dominated by agriculture, which contributes one third of the GNP and employs 79 percent of the work force. Literacy is low, probably not much over 20 percent; over 75 percent of the population is estimated to suffer from malnutrition; life expectancy is 54 years; and infant mortality is 107 per 1000.

Government efforts to address these problems have been weak, but Haiti has an important alternative resource, an unusually large number of PVOs. (Estimates run from 300 to 800, a large part of the difference being a matter of definition.) These PVOs, however, present two problems. Many of them are small and new and poorly equipped in understanding of the development process and managerial capability to do the job. Secondly, there is a great deal to be done in coordinating the interventions of these and the more sophisticated PVOs, to avoid duplication; distribute coverage more equitably; allocate resources more efficiently; share resources, expertise, and information; and develop common strategies and positions vis-a-vis the government and the donor community.

The PVOs also need or can use funding and various forms of logistic support, training, technical assistance, and information. Many donors, for their part, are unable or unwilling to take on the administrative burdens of making many small grants to the many small PVOs.

HAVA is a potentially important response to all these needs and problems. It provides a particularly desirable form of intervention since it is governed by and responsive to its member PVOs and thus supportive of their grassroots orientation. From this are derived two important features of HAVA. (1) It serves a development community which has a long-term commitment to working closely with beneficiaries, to produce well-rounded development, keep in touch with beneficiary needs and problems, and remain in touch long enough to observe and respond to supervening problems. (2) It sees development from the point of view of the intended beneficiaries, rather than giving primacy to the needs of the helping institution.

However, HAVA needs continuing AID support to cover its core costs while it is developing its programs and the capacity to become self-sustaining as an institution.

B. PROJECT GOALS AND PURPOSE

The purpose of the grant of $364,000 provided to HAVA in July 1984 for a two year period was "to assist HAVA in improving, expanding and institutionalizing essential functions in support of its PVO membership in

Haiti. Thus, to better enable HAVA to coordinate and strengthen the development efforts of the considerable and diverse population of private and voluntary agencies currently operating in Haiti." (Grant Agreement, Attachment 2, Project Description.)

The goals of the organization "are to serve as a clearinghouse for the exchange of information among NGOs, to counsel and represent the interests of NGOs in Haiti, and to encourage and promote project and resource collaboration among member agencies." (March 1984, Project Proposal submitted to AID/Haiti.)

C. PROJECT INPUTS AND OUTPUTS

1. Inputs

The history of the recruitment of personnel at HAVA would suffice to explain delays in the implementation of project activities. Until the appointment of the Information and Administrative Officer, the accountant, and the messenger, in October 1984 (four months after project start-up), the HAVA Secretariat performed all functions with two staff persons: the Secretary General and the Secretary. Needless to say, they were overextended. This situation required an extensive involvement of the Executive Committee (EC) members in administrative activities.

In 1975 HAVA experienced significant changes at the level of its head staff. In January 1985, the Information and Administrative Officer was dismissed and the position remained vacant until June 1985. In November 1985, the Secretary General was dissmissed and replaced ad interim by the new Information and Administrative Officer, which position was in turn filled in December 1985.

The positions of administrative assistant and Program Coordinator were not projected in the original project proposal. This additional staff was hired to respond to HAVA's growing responsibilities. The administrative assistant was hired in July 1985 and the Program Coordinator in March 1986.

With this staff in place, HAVA, in addition to its regular contacts with its members through the General Assemblies and other informal meetings, has initiated field trips to various parts of the country, in order to increase the opportunities to meet with member agencies and more importantly, to familiarize itself with field level concerns. These trips permit Executive Committee members and HAVA staff not only to visit members, but also to contact other agencies and groups working within the same geographical area, thereby encouraging communication and cooperation.

During the past year, HAVA was well represented at various international conferences and workshops. Growing apace with the increased consolidation at the national level, HAVA is taking vigorous steps to become more actively represented both regionally and internationally.

HAVA has attended meetings of the following organizations in order to establish initial contact and explore the possibilities for collaboration: Private Agencies Collaborating Together (PACT), Ford Foundation, UNICEF NGO Division in New York, the World Bank, Development Group for Alternate Policies, Partnership for Productivity, USAID/Washington, Pan American Development Foundation, Transcentury Foundation, Inter American Development Bank, Volunteers in Technical Assistance.

2. Outputs

The HAVA office has become the central place where PVO members or non-members can obtain information on other PVOs' activities and be guided in the development or relief fields in which they intend to engage. Moreover, several other services are offerred in this office encouraging the reinforcement of relations between HAVA and its membership. Following is a list of these services:

- Assistance in registration at the Ministry of Plan (free of charge)
- Utilization of HAVA computers (free of charge)
- Photocopy services (for fee)
- Microfiche Library on Appropriate Technology (for fee)
- Mailing service in and out of country through MAF (Mission Aviation Fellowship)--for fee to MAF.

The two last services listed are not yet fully operational but will be soon. In addition, as a means of fund raising, HAVA is looking into the possibility of offering services that would yield more income to the organization in order to move towards greater self-sufficiency.

At the time of this evaluation HAVA membership is composed of 81 PVOs, registered or pending registration as NGOs at the Ministry of Plan. HAVA had 22 members at its founding in 1981. To date, only eight agencies (out of 89) have withdrawn from the organization and three of these are no longer operating in Haiti.

During the past two years the Executive Committee members have developed HAVA's policies and administrative procedures. They have revised the By-Laws of the Association (Annex F), which have been ratified by the General Assembly. The first draft of HAVA's Policies and Procedures Manual was issued in July 1985. The final draft is currently in preparation. Since the fall of the Duvaliers in February 1986, the orientation of the Association has been redefined through discussions of the Executive Committee (EC) and the General Assembly, as reflected in the HAVA Charter (Annex E).

Early in 1986 HAVA hired an accounting firm to conduct an audit of its financial operations for the periods July 1984-June 1985 and July 1985-November 1985, following the departure of the former Secretary General. The audit reports show that HAVA's financial status is healthy. In addition, the review of the accounting system established by HAVA confirms its capacity to manage and administer external funding.

From the beginning of operation of the subgrant program in September 1985 until now the TARRC (Technical Assistance Request and Review Committee) has reviewed 28 requests of which 11 were funded, 13 rejected, 1 obtained funding from another donor through HAVA, and 3 are pending. In six months $46,605 were disbursed out of the $50,000 AID grant funds. Activities slowed down considerably during the political troubles which occurred early this year, so these figures do not reflect the workload the TARRC is capable of handling.

Most of the Technical Committees, apart from their liaison and inventory activities, concentrated on seminars and workshops. Over the two-year period of the project the Health and Social Services Committee organized four seminars, the Water and Sanitation Committee two, the Education Committee four, the Income Generation Committee two, the Agricultural Committee three, and Emergency Preparedness/Disaster Relief Committee one. A list of the subjects of these seminars and dates held can be found in Annex L. These seminars and workshops of an average of two days duration were attended by 760 member personnel. Some 900 pages of technical publications were issued.

Recommendations issued at a recent "reflection" seminar of the Education Committee were taken into account by the Ministry of Education and a consensus was reached to focus on literacy training and other means of community participation.

As a result of the workshop on Watershed Management organized by the Ministry of Agriculture with the collaboration and participation of HAVA, and of consecutive meetings, HAVA's Agricultural Committee has identified a common area of concern of which the GOH institutions, the international organizations, and the NGOs can now focus: watershed management--specifically, reforestation and hillside farming. In addition members are developing a coordination network within a same watershed.

After the Cayes flood, the Emergency Preparedness/Disaster Relief Committee held a brainstorming session to redefine its approach in light of the reaction of the population in the disaster area to the assistance it was getting.

Two other seminar/workshops were organized by HAVA; one on "The Integration and Participation of Youth in Development Activities" and another on the "Communication Priorities of Donor Agencies." The latter was a first step in opening a dialogue between grantors and grantees allowing for the recognition of commonalities and the discussion of issues of common concern.

The following history of HAVA's Water and Sanitation Committee's accomplishments will serve as an illustration of the kinds of services a Technical Committee can provide to members.

The activities of this Committee were initiated early in 1984, before USAID's funding of HAVA. It was and still is chaired by Jack Hancox, Director of the Convention Baptiste d'Haiti. This committee has succeeded in bringing together NGOs, international organizations, and Haitian Government institutions to work jointly towards the extension of potable water installations and services to a larger portion of the Haitian population.

In 1984, only 11 percent of the population had access to safe drinking water. The shared objective of the organizations engaged in this activity is to provide potable water to 50 percent of the rural population by 1990.

Seminars were held to bring together the majority of organizations working in this field. A first seminar, held in January 1984, concerned itself with identification and inventory. Another seminar and various meetings dealt with the following subjects: procedures for handling requests for well; procedures for technical reporting on wells drilled; procurement of essential supplies; community education and training for pump utilization and maintenance; relationship with the Government of Haiti (GOH); and the standardization of handpumps.

Seminars were not the only focus. The Chairman of the Committee has put emphasis on contacts and coordination with individuals at UNICEF, SNEP (National Service for Potable Water), and the Department of Agriculture Service of Hydrogeology, as well as at the site of NGO well-drilling activity. Contacts were also made, through FAVA/CA, with the purpose of establishing a well casing "bank." Currently the Water and Sanitation Committee is composed of ten HAVA member organizations all engaged in potable water and well-drilling activities and exchanging services and information throughout the country. They are also engaged in the creation of training and maintainance of wells teams.

The training and drilling activities are divided geographically among PVOs and Government organizations with rigs and/or training teams (Annex H). PVOs or any public or private organizations engaged in establishing potable water systems are directed by HAVA upon contact with the public or private organizations engaged in well drilling.

In addition UNICEF has ordered a mobile drilling rig that will allow for a better response to the needs of the grassroot communities for clean drinking water.

The following are the exchange and coordination mechanisms as established by the Water and Sanitation Committee.

UNICEF also provides India Mark II handpumps. A consensus between all the organizations working in Water and Sanitation has been reached on the use of the India Mark II handpump for its sturdiness and easy maintenance.

SNEP warehouses the pumps and furnishes them to NGOs or government institutions free of charge along with the galvanized pipe, rods, and cylinders.

Casings and other such equipment are ordered in bulk, through HAVA by Blue Ridge Christian Homes, as a free service offered to collaborating organizations.

The drilling of the wells is carried out by whichever organization has the nearest rig. That organization is identified by HAVA's Information and Administrative Officer and/or the Chairman of the Committee.

The drilling services are provided for cost. However, organizations such as community groups that cannot afford these costs are given the wells fully equipped, free of charge, thanks to a UNICEF grant. It is to be noted that the participation of the community members in labor or other appropriate in-kind services is required, where possible, so as to foster the community's sense of ownership which will in turn secure future maintenance of the installation.

The system of exchange of services and coordination of activities still needs improvement to reduce costs, yet it has significantly facilitated well drilling in Haiti.

Training sessions are held by the Convention Baptiste and Blue Ridge Christian Homes with the objective of forming drilling teams in as many regions of Haiti as possible. UNICEF is supporting this activity also. It has already provided two well-drilling specialists for training purposes. Plans are underway to develop user education programs for the villages which have been provided with safe drinking water systems.

Increasing needs for coordination and follow-up have led HAVA to hire a part-time Program Coordinator to assist the Committee.

A seminar is planned with the NGOs, SNEP, and the Ministry of Agriculture's Hydrogeology Service so as to develop an accurate but simple format for a well-drilling log that will specify, to all groups engaged in this activity, the requirements established by the Hydrogeology Services of the Ministry.

Government approval is required before any wells can be drilled. Currently a system is being developed by HAVA's Water and Sanitation Committee and the Ministry of Agriculture to simplify compliance with this regulation.

The cause of the Water and Sanitation Committee's success is, more than anything, the leadership qualities of its Chairman. However, nothing could have been achieved without the full commitment and collaboration of the international and public organizations and of the members of this Committee.

The committee's success was facilitated by the well-defined nature of the work to be accomplished. Functionally, success was based on the identification of common interests on which efforts could concentrate.

D. PROJECT ASSUMPTIONS

The two major assumptions pertinent to project success were, as stated in the Project Identification Document:

- that the PVOs will utilize the technical assistance provided under the USAID grant as well as those of other donors;

- that the Government of Haiti will endorse and support this activity through the provision of advisory, technical, and financial assistance to be coordinated by HAVA.

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IV. FINDINGS

A. PROJECT FINDINGS

The pertinent findings relate not so much to what HAVA has accomplished as to what it appears capable of doing now. HAVA's performance is considered by all to have been weak during at least the first half of the two year project period, but HAVA has undergone a reorganization during the past year and particularly the last six months which has in effect made it a very different organization from what it was a year ago. These findings will, then, dwell more on the evidence that HAVA is capable of meeting valid project objectives in the future than on what it has done in the past.

1. HAVA Accomplishments

That said, it should nonetheless be noted that HAVA has some significant accomplishments to its credit.

a. Membership and Other Outputs

- Membership increased during the project period from 47 to 81, and from 22 at the start of HAVA.
- HAVA disbursed $46,605 out of $50,000 in AID grant funds in 11 subgrants.
- Membership shifted from 72 percent international and 28 percent Haitian at HAVA's founding to 63 percent and 37 percent at the beginning of the project and 52 percent and 48 percent now.
- During the project period, 19 seminars and workshops of an average of two days duration were attended by 760 member personnel.
- Some 900 pages of technical publications were issued during the project period.
- Approximately 960 hours of technical assistance were provided to members during the project.
- A draft credit manual for a revolving small credit fund and users manual for beneficiaries were prepared and are to be issued by the end of August.

b. Fund Raising

(1) Funds Secured

- $400,000 worth of materials, technical assistance, and cash from UNICEF for water and sanitation programs;

- $25,000 from CEBEMO (a Dutch organization) for member institutional development including training materials, training, technical assistance, and research; and

- $10,000 from PACT for a feasibility study and inititation of reimbursable services.

2) Unsolicited Proposals from the:

- InterAmerican Foundation, $140,000 for small loans and supporting staff and training, pending final approval;

- International Institute for Environment in Development, $50,000 to $300,000 for environmental projects and institution building, proposed to USAID;

- UNDP, $329,000 for support to PVOs in agroforestry, proposed to the Government of Haiti;

- IAF and CEBEMO, in response to a project HAVA was developing (but for which it had not yet sought funding), $130,000 for comprehensive legal services to the less advantaged, under consideration; and

- InterAmerican Development Bank, $50,000 to $150,000 for technical assistance for institutional development of small PVOs with possible follow-on funding of $200,000 for small loans, preparation of proposal approved by IDB headquarters.

c. Representation

HAVA:

- has played an important role in program formulation with the Office Nacionale de Alphabetization et Action Communautaire of which it serves on the provisional board of directors;

- has worked very closely with the Ministry of Agriculture on watershed management and with the Ministry of Plan on a national conservation strategy;

- serves as a member of the FAO early warning system on agriculture, climatology, etc.;

- was asked by the UNDP to participate on the international commission for the preparation of a national development plan for Haiti and to meet with the head of the UNDP to discuss development priorities as seen by the PVO community, in connection with the development of a UNDP program policy for Haiti.

2. HAVA Potential

The grounds for concluding that HAVA has an even greater potential for the future are as follows.

a. Observation

We talked to HAVA's Secretary General (its chief executive officer) extensively and observed her in operation in an Executive Committee (board of directors) meeting, in a General Assembly meeting, and in meetings with community, member, and non-member PVO and donor organization representatives. We were impressed, both in talking with her and observing her in action, with her program and managerial judgments and her interpersonal and group participation skills.

Though the Secretary General does not have a great deal of experience in development, she seems to have considerable aptitude for it, a good understanding of what is involved, and a good sense of priorities. She is an orderly person, which is reflected in her style of management and its results, and relates well to people at all levels, from community representatives to Executive Committee members. She is a good listener, adapts her presentation well to people of all kinds and puts them at ease. She facilitates meetings by adding to, clarifying, and synthesizing what is being said.

She did permit the General Assembly meeting to wander, in part because it was not clear whether it was her role to help it reach actionable conclusions and in part because she was not familiar with the techniques of managing decision making in large groups. However, she very effectively applied some techniques suggested by one of the evaluators over lunch to move the meeting efficiently toward practical decisions, and demonstrated in the process an aptitude for large group management as well. Her response to questions and suggestions by the evaluators was exceptionally open and undefensive. In short, she impressed us as a capable and flexible executive of the sort an organization such as HAVA needs.

On a field trip, in addition to observing the Secretary General in action, we talked with the Vice President of the Executive Committee and observed him in discussions with community and PVO member and non-member representatives and were impressed with his intelligence, understanding of the development process, and willingness to spend a considerable amount of time on strictly HAVA business when he has his own PVO to run. We had the same impressions of other Executive Committee, TARRC, and Water and Sanitation Committee members whom we spoke with individually and observed in an Executive Committee meeting. This included four out of seven of the Executive Committee members, three out of four of the current TARCC members, and the Chairman of the Water and Sanitation Committee. They are an impressively capable and dedicated group and the Executive Committee was intelligent and businesslike in its meeting. This is important in terms of both the capability and institutional viability of HAVA.

We also observed a special meeting of the General Assembly continuing an earlier effort to develop a revised statement of organizational purpose. Although the discussion needed to be managed in a more purposive way, the

level of input and the quality of individual contributions were generally high. Twenty-eight members were present in the morning session and fourteen remained througnout the day. Though these numbers represent respectively only little more than a third and sixth of the membership, we consider it a reasonable turnout for a discussion of this nature and length. Moreover, individual members we talked to indicated that they would have more interest in such meetings and be willing to stay longer if the discussion were better managed. As already indicated, the Secretary General is receptive to this need and has already taken steps to meet it.

b. Systems

We read HAVA's draft Policy and Procedures Manual, personnel evaluation forms and instructions, bridging grant proposal, and various bulletins and seminar documents (see Annex I for a good example of a bulletin) and examined personnel evaluations, accounts, and budgets and found all indicative of a well organized and programmatically sound operation.

We also examined subgrant proposals approved and rejected by the TARRC and found the criteria applied and the resulting choice of projects sound.

c. Others' Opinions

We talked to 15 directors and representatives of HAVA members (active and inactive, both insiders and those who have been known as critics), five non-members, three donor organizations other than AID (the InterAmerican Foundation, the IDB, and the Canadian International Development Agency), and the Peace Corps, and encountered unvaryingly favorable attitudes toward HAVA and its current directorship. Those who had been negative in the past said they felt the organization had turned around and showed great promise. All had a high regard for the Secretary General. Many said also that she had been able to attract good people to the HAVA committees and other supporting roles. There is an impressive flow of visitors through the HAVA office, over a dozen a day on the average, it would seem, of many nationalities and widely differing levels of sophistication.

The non-members we spoke to all expressed interest in joining and the inactive members in becoming more active. The reasons given for not joining or being inactive were that HAVA was earlier seen as foreign, or specifically AID dominated, and, in the case of Catholic organizations, an unwillingness to submit to Government of Haiti PVO regulation and a consequent preference for operating under the umbrella of the Church. HAVA is working at changing the latter situation and increasing Haitian participation, and all spoken to indicate that they are more optimistic about HAVA's ability to function independently with due attention to the interests of domestic PVOs.

HAVA has done several things to increase Haitian participation. It has made a point of addressing the needs of Haitian members and sought Haitian members for its Committees. The Executive Committee now has four out of seven Haitian members. Meetings of the General Assembly, formerly conducted in English, are now conducted in Creole, French, and English, with translation from one to the other. Although this slows the meetings down, it is important to make possible the full participation of both Haitian and international members.

d. Sociopolitical Environment

This is a propitious moment for an organization such as HAVA. With the departure of the Duvalier regime people are exhibiting a new optimism, dynamism, sense of opportunity, and willingness to assume higher profile, activist roles. Members and non-members of HAVA cited this as a factor which could contribute significantly to HAVA's improvement and growth.

3. Weaknesses

Current weaknesses we observed in HAVA are as follows, roughly in order of importance.

- The Technical Committees, other than Water and Sanitation, which seems to be approaching realization of its full potential, have not achieved a great deal. The other Technical Committees, with the exception of Disaster Relief and Preparedness and Education, do not have permanent members and are playing a less active role. The Disaster and Education Committees have recently become more active and are working closely with the Government to develop suitable policies and plans. The weaknesses in the Technical Committees have led to a slower development of coordination among HAVA members than might have been achieved with more active committees.

- HAVA has not attached sufficient priority to developing sources of funding other than AID for its recurrent costs. This is in large part a result of insufficient staff size, but may also have been a result of insufficient appreciation of the problem.

- The General Assembly meetings, as we have already observed, need to be conducted in a more purposive and efficient manner.

- Possibilities for technical assistance through exchanges among the members and from free or low cost sources have not been explored as fully as they might with more personnel.

- The HAVA Bulletin, through which useful technical and coordination information is disseminated, has been published irregularly. HAVA is in the process of correcting this. This and other information services are handicapped by the small size of HAVA's staff.

Potential weaknesses are:

- shortage of personnel to handle increased program activities, particularly in the areas of member institutional development and administration of additional grants, which shortage, however, will be alleviated if AID funds the bridging grant at the proposed level;

- o the lack of a deputy for the Secretary General, though she receives strong and close operational support from the Executive Committee which can act for her in her absence and would know what to look for in a replacement were she to leave.

4. Member Needs

The felt need for HAVA services most frequently expressed by international members, who generally have a clear idea of what they want from HAVA, is coordination of PVO programs. Several also cited the need for HAVA to serve as a representative of the PVOs vis-a-vis the Government and to provide for exchange of information among the PVOs. In answer to questions, they indicated that they thought HAVA provision of reimbursable logistic services was a good idea and that they would use one or another of them.

Non-members and Haitian members generally had less clear or more varied ideas of what they wanted from HAVA. Program planning and management assistance, funding, information, technical assistance, and logistic support, were cited in roughly that order but with fairly equal frequency, though the nunber of respondents was so small as to make "frequency" a rather grandiose descriptive term in this context.

A more precise and detailed account of member felt needs will be available shortly in the form of a "Needs Assessment" currently being prepared by consultants hired by HAVA (Borror and Grodin). The above merely offers a rough idea of felt needs, based on conversations with a small sample of members and non-members.

All of these needs are already being served in a greater or lesser degree by HAVA.

B. HAVA/USAID STRATEGY LINKAGE

As a principal funder of HAVA, USAID is naturally interested in the degree of correspondence between its program priorities and HAVA's. The two are very close. As reflected in the areas of responsibility of the HAVA Technical Committees, HAVA's priorities are agriculture and environment, income and employment generation, health, including water and sanitation, and education. These all fall within AID priorities. Moreover, within these areas, HAVA is, in accordance with a statement of purpose recently agreed upon in its General Assembly, concerned with the needs of the less advantaged. By implication and in practice this means the most basic needs such as primary and preventive health care and primary, adult, and program-related education. Although this approach is not coextensive with USAID's strategy, it seems to us to be consistent with it and its ultimate objectives. By observation of HAVA staff and committee members in action and the General Assembly in session, and by review of HAVA decisions to fund and reject AID-financed subgrant proposals, we have been able to confirm that the above guidelines are applied in practice.

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The only respect in which HAVA's approach differs from that of USAID is that it sees subgrant programs as secondary to and a means to institutional development of PVOs, particularly the Haitian ones, while USAID may be inclined to view institutional development as a means to achieving program aims. These differences are understandable and consistent with the nature of the organizations. HAVA must respond to the needs of its members and USAID must meet certain immediate program needs.

For the most part this is just a different way of looking at things rather than a matter of different program priorities, However, on occasion it can have the latter effect. HAVA, for example, is reluctant to sacrifice institutional development aims to increased subgrant disbursements. In our opinion it is in USAID's interest to support HAVA in this. PVOs in Haiti are numerous and can be a very important, if not the most important, instrumentality of development among the less advantaged who, in addition to being most in need of help, are a major source of political instability. The effectiveness and viability of the PVO approach will depend to a significant extent on the involvement of Haitian PVOs and affiliates. However, to carry on their work these PVOs need institutional development assistance for which HAVA, with USAID support, is, at the moment, the most promising source.

C. CROSS-CUTTING ISSUES

1. Women in Development

HAVA's Secretary General is a woman. Its former President, who left the country a few weeks ago, is also a woman. One member of the Executive Committee and one of the TARRC are women, and perhaps a quarter to a third of the represenatives to General Assembly meetings are women. The Secretary General and the Executive Committee are sensitive to the role and needs of women in development.

In terms of programs, HAVA has held two workshops on women in development, the most recent while this evaluation was being written, and has just formed a special committee to deal with this subject.

2. Sustainability/Replicability

HAVA is clearly sustainable from an institutional point of view. It has a strong director and good staff; although the staff is lacking in depth at the top level, it is backed by very active member committees which carry and can sustain a good part of the load.

Financially HAVA is highly dependent on AID for its continuing effectiveness if not existence. Development of other, reliable funding sources is a top priority.

HAVA is certainly replicable, in fact a number of other such organizations exist, though it will generally be appropriate to have only one to a country, as is almost certainly the case in Haiti. The features worthy of replication

are: strong leadership; emphasis on the felt needs of the members, tempered however with a consistent, sound, and selective development philosophy and concepts; and an effort to make the organization responsive to the needs and preferences of national PVOs and to be so seen by them.

3. Environmental Impact

Although HAVA does not execute projects directly, it is sensitive to environmental needs, has emphasized them in attention to concerns such as reforestation, and is likely shortly to organize a committee which will give even further emphasis to these needs.

4. Privatization

This is a wholly private sector activity, and one of its great virtues is that it will build up the private, PVO sector as an instrumentality of development.

5. Democratization

HAVA's primary emphasis is on development at the community level in the economic as in the decision-making, problem-solving, and organizational sphere. Accordingly, one of HAVA's principal criteria for approving subgrant proposals is widespread community participation in planning and execution of the subgrant project as well as in its berefits. HAVA also looks for community level organizations which will support such participation.

D. FAVA, PADF, AND PACT SUPPORT

The FAVA program and the PADF excess property program have not worked well, because they were supply rather than demand oriented; i.e., they expended their energies obtaining whatever was available from their sources rather than what HAVA members needed. HAVA and the members consequently found these programs to be more trouble than they were worth.

PACT consultation, however, has been helpful as has its funding of a study of the feasibility of HAVA operating a hostel and a conference center and discussing other income-generating services HAVA might provide its members.

V. RECOMMENDATIONS AND ANALYSIS

A. HAVA

1. Services to Members

a. Specific Priorities

We recommend that HAVA observe the priorities set forth in this section in the provision of services to its members over the next year or so. (Priorities will change as current needs are met and, possibly, new ones arise.) Although HAVA will be able to provide all these services, it should give them priority in the order listed. The rationale for the recommended priority is stated briefly after each item.

1) Institutional development, particularly of the less experienced and Haitian members; i.e., training and technical assistance in developing program and project planning, management, including project implementation, and evaluation capabilities. This has the highest potential multiplier effect of any HAVA activity since it will increase the number of PVOs in Haiti capable of carrying out effective programs and since its effects will continue over time, particularly with regard to the Haitian PVOs. Thus it does not simple affect one project but increases the potential for many which might not otherwise occur or be less effectively planned and implemented. It will do this indirectly, e.g., by fund raising, as well as directly.

2) Coordination of member activities, which includes avoidance of duplication and overproduction, arrangement of mutually supportive efforts and sharing of resources, and developing common positions with regard to needed or opposed government action. Coordination is given highest priority by many members. It will significantly increase the effectiveness and efficiency with which member resources are used and, like institutional development, will continue to yield benefits over time. It is, moreover, unlikely to occur without HAVA.

3) Reimbursable services, such as procurement, bookkeeping, and training. This is placed among the top three priorities (which are virtually equal in importance) not because it will have a greater impact on development results achieved by members than any of the services which follow, but because it represents an important possible source of funding for HAVA. Its advantages as a funding source are that it does not depend on outside donors and that it does not compete with members for donor funds but provides a benefit to the members while providing a source of income to HAVA. HAVA provision of services can save the members money as a result of reduction in their need to supervise logistical personnel as well as by obtaining the price advantages of large scale purchases. It can also reduce price and improve quality as a result of the greater knowledge and better connections which can be developed through large volume.

One such service, registration of PVOs, is of particular importance, because it puts HAVA in touch with new PVOs, and should thus perhaps be provided free of charge.

4) Representation of member interests vis-a-vis the Haitian government and, perhaps, international organizations. This is another strongly felt need of the members and one in which a consortium has an advantage over individual PVOs, as a result of the weight of numbers it represents and the unified voice it presents. These efforts can virtually affect the basic climate within which the members operate.

5) Obtaining and administering funds and other resources for member programs. By pooling fund-raising efforts and resources HAVA should be able to conduct large scale, United Way type, funding drives and hire professional assistance to obtain funds from small foundations and individuals in the United States and elsewhere, thus significantly supplementing member fund-raising efforts. It can also obtain funds from international development organizations (such as AID) and other large donors which the less sophisticated PVOs lack the know-how to approach or which do not want to make small grants but are willing to dispense large sums to organizations which will administer smaller subgrants or loans. Individual fund-raising contacts in Haiti should not be neglected. Other material resources, such as excess property, may also be more effectively obtained by HAVA than by individual PVOs.

6) Technical assistance and training will enhance the effectiveness of members in carrying out their programs and is another resource, though a less flexible one than funds, which HAVA might obtain for its members. The training referred to here is that which is provided without charge other than actual cost, as contrasted to training provided as a reimbursable service. Such technical assistance and training services might be provided by HAVA arranging exchanges of experts among members or training by member experts, or by HAVA, obtaining free or low-cost expertise from outside sources. Often exchange of technical assistance will result from coordination and no special HAVA efforts will be necessary. Eventually, if HAVA resources are sufficient, it might employ its own experts for the benefit of members which do not need or cannot afford to hire them full time, though this should be a reimbursable service. Training which is focused on institutional development (planning, management, and evaluation) and specific, identified, program needs should be given higher priority than that with more loosely defined benefits.

7) Information gathering and dissemination, such as technical bulletins and evaluation studies. This is given the lowest priority because it is a scattergun approach the results of which are uncertain, as contrasted to technical assistance and training which can be targeted on specific, identified needs. Certain types of information, however, such as lists of experts, funding sources, and PVO operations in Haiti, support other services, such as coordination, fund raising, and technical assistance, and thus share the priority of the supported service.

b. Cross-Cutting Priorities

There are also priorities which cut across those set forth above. Perhaps the most imporant is emphasis on meeting the basic needs (food production, environmental protection, income and employment generation, primary and preventive health care, primary, adult and development-program-related education, and basic shelter) of the less advantaged. This prioritization criterion, which corresponds with a recent statement of purpose by the HAVA General Assembly, implies certain choices within the service areas with the possible exception of reimbursable services. Thus institutional development, coordination, fund raising, technical assistance and training, and information services should focus primarily, if not exclusively, on efforts which meet the basic needs of the less advantaged. This is important to assure not merely that priority needs are met first but also that the Association does not spread itself so thin that the quality of its efforts suffers.

There are other considerations which cut across sectors and should be brought to the attention of the members through more than one of the services mentioned aboved, for instance, the role of women in development and of appropriate technology. A good example of the latter is the Lorena stove, an easily made and inexpensive clay stove which reduces deforestation by requiring less wood than traditional means of cooking. It also makes labor, which would otherwise be required for wood gathering, available for other productive purposes and at the same time reduces lung problems and accidents caused by traditional cooking methods.

HAVA should take steps to develop its knowledge and thinking in these areas and to keep the Technical Committees and members informed of what it has learned. Knowledge and ideas may be developed and disseminated by such means as formation of special committees, literature review and consultation with experts, dialogue between Technical Committees and special committees and staff, workshops and seminars, and bulletins. It is important that HAVA pay particular attention to these areas as, by virtue of being cross sectoral, they often fall between the cracks.

Yet another cross-cutting priority is the need to increase membership. The more members HAVA has, the more PVOs it reaches and the greater weight it carries in its representation functions. For most part membership will be promoted by HAVA carrying out its functions well, but some more specific suggestions are made in section V.A.4., Membership, below.

c. Relationships Between Priorities

Even within the priority needs of priority beneficiaries, HAVA must be careful not to devote so much attention to lower priority services that higher priority ones suffer. Thus, obtaining and administering funds for subgrants and loans must not be permitted to expand to a point where it interferes with institution building and coordination. Indeed, fund administration should not be permitted to expand to the point where it interferes even with the lower priorities, for the effectiveness of subgrants and loans is conditioned by the

technical assistance, training, and information available to the members. In some cases grants may cover technical assistance and training needs. In others arrangements to meet such needs through HAVA assistance will have to be a precondition of the grant.

One way of avoiding conflict between fund administration and other priorities is to seek money from the grantors to administer the funds. However, this strategy is limited by the number of staff members the Secretary General can supervise without detracting from her other responsibilities.

Conflict between fund administration and other priorities can also be reduced by the temporary expedient of extending large subgrants to experienced members rather than just small subgrants or loans to the members who are more in need of assistance, and who should have the priority, since the former require less attention on the part of HAVA. Although this strategy does not further the first priority, institutional development, it does not work against it or any other priority significantly, as long as the number of such large subgrants is not excessive. A moderate large subgrant strategy, with a continuation of small grants at a level of about $80,000 a year (based on a disbursement of close to $50,000 in a six month period in 1985-86), therefore, offers a reasonable trade-off between the benefits of concentrating on other priorities and moving a higher level of funds in the PVO sector.

Further recommendations concerning HAVA services follow in the order of priority set forth above.

d. Institutional Development

This should be one of the Secretary General's primary responsibilities. However, her efforts should be supplemented by those of her staff in particular areas of expertise (e.g., accounting), by experts hired or obtained by HAVA with or without fee (e.g., PACT services furnished under AID/Washington grant), and by voluntary assistance from members, an important resource. This last might be regularized in the form of continuing relationships between individual, experienced members and less experienced ones.

In the area of evaluation, institutional development efforts might usefully extend beyond the less experienced members in the form of exchanges of personnel among advanced PVOs. The evaluated organization would benefit, without charge, from the insights of an evaluator experienced in Haiti but approaching the program from a different point of view, and the organization providing the evaluator would benefit from learning both about the broad strategy and assumptions of another development organization and about specific techniques. This approach could also be a powerful stimulus to collaboration among PVOs.

e. Coordination

The primary vehicle of coordination should be the Technical Committees, though the staff will support them in various ways, for example by providing

secretarial and recordkeeping services, by identifying interested members, and by providing information on PVO activities and resources and on other sources of technical assistance. The following actions should be taken to increase the effectiveness of the Technical Committees.

1) Membership. The membership of the committees should be filled out with dynamic, action-oriented representatives strongly committed to coordination.

2) Staff. Each of the committees should be provided with at least a part-time, paid coordinator. If USAID or other donors do not provide funding for these individuals, hiring will have to be postponed until HAVA has sufficient income to meet this cost. (Efforts to obtain funds or volunteer staff time from the members for this purpose have been unsuccessful due to competing priorities. The members are willing to volunteer considerable amounts of time for committee work but are not to the point of being willing to supply or finance HAVA staff at the expense of their own programs.)

3) Procedures. The Technical Committees should produce annual or semiannual action plans to be reviewed and commented on by the Executive Committee, and agendas for and reports on each meeting. These should be result- or product-oriented; i.e., they should concern not just what is to be or was talked about but should specify what program actions are to be or were a product of the meeting and what unfinished business remains.

4) Role Clarification. The Agriculture Committee should be renamed "Agriculture and Environment" and an Environment subcommittee perhaps created, or, alternatively, an independent Environment Committee should be set up. The Income Generation Committee should be renamed the Income and Employment Generation Committee, as employment is a key objective.

5) Tasks. The committees should strive to reduce overlap and increase synergism of member efforts and bring about sharing of resources and information. The geographical allocation of well-drilling responsibilities across organizational lines by the Water and Sanitation Committee is an excellent example of resource sharing.

Sharing of resources in the form of procurement capabilities or material and equipment on hand are also possibilities, as is the sharing of unskilled personnel. The ultimate form of the latter would be agreement among agencies working in one area or on one product to specialize in development of skills which would be shared. Thus, in a coordinated rural development area, one PVO might develop and provide to the others expertise in crops or animals, another in water management, a third in storage, a fourth in marketing, and so on. This could result in the need for fewer experts and the creation of greater expertise, as a consequence of the acquisition of more extensive experience by the experts remaining and the increased possibility of financing training, observation tours, and technical assistance for them, as a result of pooling funds and reducing duplicate expenditures.

Another possibly useful role for the Technical Committees involved in commercial production activities would be to provide local (as opposed to export) market information to the members so as to optimize their choice of products, and advise on where to get technical assistance for production of new items.

6) Programs. The committees should develop geographic or product foci around which efforts at coordination can coalesce, e.g., select areas such as watersheds or valleys, or agricultural or livestock products for efforts at coordination of all PVOs working in the area or product. Similar or analogous "product" foci are possible in the case of health, education, environment, and employment generation, and a geographic focus for such programs would obviously be feasible.

7) Technical Consultation. The Technical Committees should call upon outside experts to review the committees' ideas and to meet with them to offer suggestions as to what problems should be addressed by the committees, and through them the members, and what the most recent and best approaches are (e.g., in agriculture, crop and animal varieties, cultivation, soil conservation and water management techniques, appropriate technology, and general agricultural development strategies). Such experts should be sought in the international development community in Haiti, from such sources as the U.S. agencies and the bilateral donors, and will presumably be without charge.

8) Sectoral Planning and Coordination. In the long run, the committees might develop sectoral strategies and action plans intended to influence organizations, governmental, private, and PVO, which are not members of the committee. Even in the shorter term the committees should intensify efforts to coordinate with such organizations, moving slowly, however, to involve the government while its future is uncertain. Coordination with the private, for profit, sector might be fruitful in such areas as markets, credit (from agro-industry as well as credit institutions), and technical assistance (again from agro-industry) for agricultural products and livestock, and in the areas of education (the private schools) and health, though the latter is already being coordinated by AOPS.

One particular, but somewhat uncommon area of coordination which should not be overlooked is coordination of agricultural or livestock production plans to avoid overproduction. There is a tendency for many organizations to get the same idea at the same time without being aware of the market implications. (This could conceivably happen, for example, with regard to charcoal production which provides an incentive for reforestation, a need which is currently, and justly, a matter of widespread concern among the PVOs in Haiti.) This danger would be avoided by the market information service recommended below. But pending its establishment HAVA members should at least exchange information on their production plans.

f. Reimbursable Services

This is one of two ways in which HAVA can raise money to pay for its activities. The other, seeking donations, will be discussed below in section h. As noted earlier, reimbursable services have the advantage over fund raising as a source of financing that they benefit both HAVA and the members and do not compete with the members for funds.

This will be an experimental effort. It could turn out that it does not pay for itself or that it is too difficult to administer. There are grounds for believing that the effort has a reasonable chance of success, but no certainty. There is also the ever-present possibility that the person hired to run the effort will not be up to the job.

None of these are reasons for not trying the experiment. They merely suggest that HAVA should proceed cautiously at first with the Secretary General and/or a member knowledgeable about business supervising the work closely to assure that sufficient feasibility analysis is done, that no serious risks are taken, and that the person managing the services is capable. In addition, the members should be forewarned of the purpose and experimental nature of the effort so that, if services are discontinued, they do not feel let down or lose confidence in HAVA as a result.

One more thing which should be considered before a reimbursable service program in general or any particular service is introduced is whether HAVA provision of the particular service or a combination of services is likely to engender resentment among competing private entrepreneurs which could lead them to take steps harmful to HAVA. It may be that there is a problem with some services but not with others or that no one service presents a problem but that a critical mass may be achieved as HAVA expands into a variety of services. It may also be that private entrepreneurs' reaction is not a fixed quantity but can be meliorated by HAVA dialoguing with the entrepreneurs.

A list of reimbursable services which might be provided by HAVA is attached as Annex J and comments on the Simon Fass feasibility study on reimbursable services as Annex K. Together these suggest some steps and criteria which might be applied to a reimbursable services program.

Further comments on reimbursable services follow.

1) Staff. It is important that reimbursable services, which could easily absorb all the time of the current staff, not be permitted to interfere with HAVA's other program activities. This would be likely to result in a loss of membership and credibility as well as a setback to the programs themselves.

   We therefore recommend that reimbursable services be set up under a separate department of HAVA initially with a staff of one professional and possibly a secretary/administrative assistant. The department would be largely independent receiving the minimum of supervision from the Secretary General of HAVA necessary to assure that its efforts to introduce services are satisfactory and that no serious problems arise.

The head of this department should be an entrepreneurial type person with business skills and, ideally, experience, and at least a modicum of interest in HAVA's goals (i.e., not motivated solely by greed or ambition). As it may be difficult to obtain someone with all these attributes, experience may have to be foregone in favor of the more important entrepreneurial and business aptitudes and appropriate motivation.

This uncommon combination of attributes might be found in a young person who has recently received an MBA from a good school. As an inducement to such a person, payment might be at least partially on a commission basis; i.e., the reimbursable service manager's earnings would depend on the amount of income generated by the services (with prices set by the Executive Committee to assure that member interests are protected). Ideally the manager's earnings would be entirely on a commission basis from the beginning, but it may be necessary, in order to attract acceptable candidates, to offer a salary, which would be phased out at a fixed rate over a period of, say, two years. This would give the manager a guaranteed minimum income for a certain period of time, with the possibility of augmenting it from commissions from the beginning.

2) Feasibility Studies are in theory desirable before anyone is hired to introduce services, but they are expensive, there are services which appear sufficiently promising and low risk to warrant trial without elaborate prior study, and requiring prior study of alternatives in an effort to optimize choices is likely to cost more than it is worth, in lost earnings as well as direct costs. We therefore recommend that a reimbursable services manager be hired and that he or she do or arrange for feasibility studies, or introduce services without them as seems appropriate. The Secretary General should work closely with the manager at the beginning to assure that adequate prior analysis is done and that HAVA does not get into services which can result in a significant loss of funds or credibility.

Help in conducting feasibility studies might be obtained at low cost or free of charge from business students, Haitians who are studying here or abroad, and foreign students who are interested in such work during vacations between school years. Such help will, however, require close supervision and should not be sought until the manager is in place.

It should be possible to obtain valuable information on what is feasible and how it can be done by talking with members who are already providing a given service on a significant scale.

3) Gradual Approach. While we recommend that HAVA proceed as rapidly as possible with the initiation of reimbursable services, it is important also that the Secretary General make sure the reimbursable services

manager does not introduce services so rapidly as to compromise the quality of the operation or run unacceptable risks. The principal limiting factor will be that income must be built up to the point where it can pay for staff making more rapid expansion possible. We assume that this will be a gradual process during the initial phase and while the reimbursable services office has a staff of one professional, but that it can accelerate as more people are hired. Additional staff can be added initially on a part-time basis.

One way of introducing services gradually is to begin by contracting with outsiders to provide them (e.g., procuring goods through established importers) and shifting to direct provision of the service by HAVA staff as it builds up. In fact this will make it possible to introduce services more rapidly than if HAVA tries to supply them all directly.

Another important limiting factor is that operations involving significant investment and risk should be undertaken only after the operation in general has sufficient income to cover the risk.

4) Fees should be on a sliding scale according to the ability of the member to pay with perhaps three or four levels, one or two for international PVOs (divided perhaps into the well and less well endowed), one for established Haitian PVOs, and one for new Haitian PVOs. This should apply to membership fees as well as fees for reimbursable services, and the top membership fee should be substantially higher than the current $120.

Some services are currently provided without fee. All services which can reasonably be charged for should be. The criterion of reasonableness is perhaps whether this is the sort of service commonly provided without charge by an association, e.g., the bulletin and lists of PVOs.

Among other things, HAVA should examine the feasibility of charging fees for funds raised for the benefit of members. It is conceivable that donors would object to HAVA deducting a finder's fee from grants it procures. A fixed fee for the search and proposal writing services actually provided, rather than a percentage of the amount obtained, would seem unobjectionable. However, this is likely to result in HAVA receiving less than it would on the percentage basis. An alternative would be for the benefiting PVO to pay from other sources if this is feasible, though members as well as donors might have objections to this. Yet another possibility would be for HAVA to provide accounting services to the member in connection with the funds obtained, for a fee which would be a percentage of the grant.

HAVA cannot impose fees over the strong objection of a significant number of members, but it should also try to persuade members of the desirability and reasonableness of fees. A dialogue with the members on the reasons and criteria for fees should begin well before they are introduced.

g. Representation

Representation of member interests should be undertaken by Technical Committees, as well as staff and the Executive Committee, where the matter being lobbied on is sector specific and there are no advantages in bringing the whole weight of HAVA to bear. The Technical Committee approach may be particularly appropriate for the removal of constraints which impede execution of programs (e.g., absence of land titles as a constraint to soil conservation and reforestation).

h. Fund Raising and Administration

HAVA should emphasize ways of obtaining funds which will reduce the fund-raising burden, such as obtaining grants which can be put into an endowment fund, the interest on which would be used for subgrants or loans, and establishing permanent relationships between small donors (such as small foundations, church groups, and individuals) and individual grant recipients. The endowment approach could also prove to be a manageable way of financing HAVA overhead.

In addition to seeking out donors, HAVA should provide assistance to members as needed in writing up grant proposals. A fee should be charged for this where possible.

This would seem a particularly good time for seeking funds from the Haitian private sector, with the end of the Duvalier regime and the resulting hopefulness and activism with regard to development. HAVA should move quickly in this area.

HAVA should proceed with caution in its efforts to obtain excess property. Past efforts, through FAVA and PACT, have been disappointing. The problem is that they were supply- rather than demand-oriented so that there was little demand for the property produced, disappointment when it was accepted, and results which did not seem commensurate to the investment of time involved. These problems should be avoided in the future by limiting excess property procurement to specific, important needs and to assistance programs which are willing to focus on such needs.

i. Technical Assistance and Training

HAVA should institute follow-up inquiries to those receiving technical assistance or training to find out how useful these inputs proved to be so as to shape future assistance in the light of this feedback.

HAVA should seek agreement from the members to specify amounts of time for which technicians with expertise useful to other members will be made available and establish a roster of such technicians for the benefit of other members.

HAVA should establish and maintain relationships with sources of free or low-cost technical assistance such as the Peace Corps, VISTA, PACT, and the International Executive Service Corps and CESO, its Canadian equivalent, so as to keep informed about what services they are offering and facilitate requests to them. It should begin by compiling a list of such organizations.

Consideration should be given to training outside of Port-au-Prince as it may reduce costs for travel and accommodations (in some cases only the trainers would need to travel) and for facilities (in the case of large courses which cannot be given at HAVA). It might also encourage attendance by people who would not otherwise attend and help inform people outside the capital about HAVA and its services, thus leading to more active involvement.

HAVA should set up seminars or conferences of PVO specialists working in Haiti on specific topics to give them the opportunity to exchange ideas, experiences, and techniques. Outside experts might be brought in as well, though the meetings would be useful even without them.

j. Information Gathering and Dissemination

1) Evaluation. Follow-up should be conducted among a representative sample of members on documents distributed by HAVA, particularly ones considered especially useful, to determine how useful they are to the members, what problem they have with them, and how they think they might be improved.

2) Market information and technical assistance referral service. A possibly valuable information service which could be introduced by HAVA is a market (including production) information and related technical assistance referral service. Few if any PVOs are aware of many of the product options for the farmers or other producers they are helping. As a result their choices are often far less than optimum. They may even be worse than that as the PVOs may be unaware of adverse market trends until it is too late. Individual farm communities which are no longer or never have been helped by PVOs are in an even worse situation; they do not have the necessary market information, do not have the means to get it, and would not know where to get reliable technical assistance to introduce new products even if they knew what they should be.

As far as domestic markets and related technical assistance are concerned, such information should be readily obtainable by the Technical Committees and can be disseminated by them. This would be a natural part of their sectoral planning and coordination function. However, insofar as small farmers supported by PVOs can meet export market requirements (and there are differences of opinion about this), a more sophisticated information gathering system with contacts abroad would seem necessary.

It would be significantly more efficient and effective for one organization to gather this information on behalf of the PVOs in Haiti rather than for each to try to obtain it for itself. It would require a high level of expertise and research on demand abroad which could best be obtained by hiring market researchers in importing countries. Even if one PVO could afford such expertise, more complete and reliable information would result from a pooling of resources.

The most urgent need is for market information, since the task of identifying technical assistance sources is more manageable by individual PVOs, though HAVA could be helpful in this respect too. However, it is problematic whether PVOs would be able or willing to put up money for so experimental a service. It will therefore probably be necessary for HAVA to make an effort to obtain funding from donor sources. Even when the utility of the service is demonstrated, it may not be needed often enough by any one PVO to justify its sharing the cost of maintaining it. It may, therefore, be necessary for HAVA to finance this out of earnings in the long run. This should not be a deterrent. The service could be an important one which an organization such as HAVA is best situated to provide.

3) Government action alert system. Another information service that HAVA could usefully provide is information on Haitian government actions affecting PVOs and the beneficiaries of their programs. This would entail reading newspapers on a daily basis and cultivating information sources, the members themselves being perhaps the most important one, and writing up material from those sources. Initially, the members could be asked to write up any significant government actions, apparent trends, rumors, or straws in the wind of which they become aware, and newspaper monitoring and abstracts might be done on a voluntary basis by members. When HAVA's financial situation permits it to hire more staff, it might take over the newspaper monitoring function. Care must be taken, however, in connection with this and other volunteer services noted above, not to overload the already quite active volunteer system on which HAVA heavily depends.

4) Other information systems which HAVA might undertake or is already considering are:

- a list of experts who have rendered good service, to be supplied by the members;
- a temporary employee roster;
- a library of evaluations, case studies, and project descriptions, to be supplied by the members from documents created in the regular course of their business; and
- case studies and evaluations of particularly unusual and promising programs, to be conducted by HAVA as funds are available.

5) The HAVA Bulletin, which contains much technical information of interest to the members, should be issued bimonthly to lower the cost of putting it out and avoid compromise of quality resulting from too frequent publication. Also, HAVA should make renewed efforts to get articles from the members, perhaps by asking them to write up specific experiences identified by HAVA, as another way of reducing costs.

One possibly useful sourse of information for the Bulletin and effective use of it is to publicize the conclusions of the Technical Committees as to preferred strategies, specific coordination efforts, and promising technologies. In other words, when a Technical Committee reaches a conclusion about sectoral strategy, develops a coordination project or program, or gains useful technical information or ideas from its members or experts with whom it has been in contact, this information should be published in the Bulletin. This is not to suggest that general summaries of Technical Committee meetings be published, but rather only results of the meetings which might be useful to members who were not involved.

One might question how useful the Bulletin is, since we don't know the extent to which the information in it is translated into development results. Time and financing available for the present evaluation were insufficient for more than an impressionistic examination of this question and it is questionable whether the sums of money involved would warrant a more thorough probe. However, many members indicated that they found the Bulletin useful and it seems to be useful in promoting interest in and loyalty to the Association. We therefore conclude that it should be continued if AID is willing to finance it under the bridging grant.

2. Planning

HAVA should develop long-term (perhaps five year) and annual action plans to highlight priorities and revise them periodically in the light of changing needs and perceptions. Such planning can also increase the purposiveness and hence effectiveness of HAVA efforts by setting specific performance targets.

3. HAVA Funding

HAVA funding is discussed above in sections 1.a. Specific Priorities: 3) reimbursable services, and 5) obtaining and administering funds and other resources; 1.f. Reimbursable Services; and 1.n. Fund Raising and Administration, above.

4. Membership and Participation

a. Haitianization

One of the most common reasons given by Haitian organizations for not joining or not being active in HAVA is that it seemed foreign to them.

Although this perception is changing under the impact of the Haitianization efforts by HAVA, the effort must continue in order to maximize the effectiveness of HAVA as a means of developing and serving the needs of Haitian institutions. In this connection the following measures should be introduced or continued:

- continuation of efforts to have a majority of Haitian members on the committees;
- translation of all significant documents into French or Creole;
- use of French or Creole acronyms or compound titles for all organizational units, especially HAVA itself (which should be changed to AHAB or another French acronym or compound, Haitibene, for example, the French title being Association Haitenne des Agences Benevoles) and the TARRC (Technical Assistance Request Review Committee);

b. Organizational Independence

HAVA must, if it wishes to maximize membership, international as well as Haitian, continue to make it clear that it is an independent organization and not an instrumentality of AID or any other outside organiztion or group. Concern over AID control was another reason given for not joining HAVA or being an inactive member.

c. Meetings

Member organizations should be encouraged to send second level staff to General Assembly meetings on all occasions and to General Assembly and Technical and Special Committee meetings when the principal representative cannot attend. This will serve two purposes. It will increase the representation at meetings, and it will familiarize second level staff with the role of HAVA so they will think of it on appropriate occasions notwithstanding the absence of their director.

Meetings should have agendas, be action-oriented, and be tightly run; i.e., run in such a manner as to produce useful results and use time efficiently. Slow meetings without a clear sense of purpose or useful results have been a deterrent to participation in HAVA as in other organizations.

d. Decentralization

Various measures should be introduced to decentralize HAVA and extend its outreach, for example:

- regional assemblies and chapters outside Port-au-Prince which send representatives to the General Assembly;
- seminars outside Port-au-Prince;

- continued frequent field visits by staff and committee members; and

- enlisting members in Port-au-Prince to visit members without Port-au-Prince representation while on field trips, for which purpose a map of member locations would be useful.

e. Member Contacts

In addition to the field contacts described above, special efforts should be made to establish more extensive contacts with new and inactive members. This can be done by staff and by enlisting active members as "sponsors" of new or inactive ones with a responsibility for meeting with them to explain what HAVA can do for them and how it works, exploring ways in which they might contribute to furthering the purposes of the Association, responding to questions and misgivings, and inviting them to HAVA meetings of possible interest.

f. Registration

As suggested earlier, a free PVO registration service may be an effective way of learning about and drawing in new members.

5. Other Organizational Matters

In addition to the organizational suggestions scattered throughout the above recommendations, HAVA should, as soon as financially possible, appoint a strong deputy to the Secretary General. At this point the staff is only one person deep in fully qualified development professionals and there is no staff member who can step into the Secretary General's shoes in her absence or if she should leave the organization. This is less of a problem with HAVA than with other organizations because of the very active role and capabilities of the Executive Committee members who could take charge in the Secretary General's absence and assure the choice of a well qualified replacement were that necessary. However, this would be considerably less than optimum in the event of a prolonged absence by the Secretary General or while a replacement was being broken in.

A deputy might be recruited from among those persons who may be hired as grant administrators or Technical Committee project coordinators. This would offer the advantages of an extended trial and apprenticeship period. Grant administrators and project coordinators should be selected with this possibility in mind.

As has been said before--it bears repeating--care should be taken not to overburden the volunteer system. HAVA's members have shown a heartening willingness to take on important and time-consuming tasks for the Association, but a backlash could be caused by excessive demands on their time.

B. AID

1. Bridging Grant

We recommend that AID continue funding HAVA through the proposed bridging grant period during which it can decide if further funding should be made available. Though HAVA performed weakly during the first year of its current grant from AID, it has shown impressive forward motion in the last year dating from the election of a new President to the Executive Committee and the arrival of the current Secretary General, initially as Information and Administrative Officer, and particularly since she assumed the post of Secretary General in December 1985.

We have reviewed HAVA management systems (its policies and procedures manuals, personnel evaluations and pertinent forms and procedures, accounting and information systems, mostly introduced during the past year) and find them sound and easy to follow. More important we have talked extensively with personnel of the organization and members of various committees and observed them in action in the Executive Committee, the General Assembly, and meetings with members, representatives of donor organizations, non-member PVOs, and recipients of HAVA assistance at the community and organizational levels. As a result of these observations we have been impressed with the managerial, program, and interpersonal skills and motivation of the HAVA Committee members and staff, particularly of the Secretary General and Executive and TARRC Committees.

We have also talked extensively with members, positive and skeptical, non-members, and donors and encountered unanimous positive regard for the current HAVA and its new Secretary General. Non-members are thinking of becoming more active. Those who have been critical say that HAVA seems to be dealing with the problems which gave rise to their criticisms. New donors are interested in providing grant funds to HAVA. All have praise for Mrs. Mangones.

HAVA thus appears to be an organization with good capabilities and potential. We say appears and potential only because it is too early to say that program results justify an unqualified conclusion. HAVA's potential is enhanced by the current climate of development in Haiti and among the PVOs. The fall of the Duvalier regime has given rise to new optimism, activism, and sense of opportunity. It is a good time to take the sorts of initiatives HAVA is proposing.

If AID does not continue to fund HAVA at this time there is a strong possibility that it would be too late to find other transitional funding (if it could be found at all, financing of overhead costs being particularly difficult to obtain) which would necessitate a radical cutback in HAVA staff and result in HAVA missing an important moment of opportunity at best and probably losing the confidence and enthusiasm of the PVO community as well. The PVOs would be likely to lose confidence not only in HAVA but also in AID if it were to terminate support for an organization it was instrumental in creating at its moment of greatest promise and member enthusiasm.

Finally, with the large number of PVOs in Haiti, it may be possible to blanket the country with organizations working at the grass roots level. These could monitor the unforeseen effects (e.g., adverse health consequences of water impoundment for agriculture, or adverse effects on access to land of agricultural innovations such as the high yielding varieties) and subsequent problems of project-oriented development efforts (e.g., loss of markets or price or disease problems with crops which were encouraged by development programs) so as to deal with such eventualities and protect beneficiaries from them. In other words, organizations, such as PVOs, which are dedicated to being and remaining in touch with the intended beneficiaries of development efforts are more likely to become aware of and be able to deal with supervening problems than organizations which are only relatively remotely, partially, and/or temporarily involved with the beneficiaries of their projects. HAVA efforts at coordination could make an important contribution to the realization of such a situation, which is one more important reason for continuing support to HAVA.

2. Broad-Based vs. Sector-Specific Organizations

USAID has raised a very good question as to whether it would be better for it to support a broad-based umbrella organization such as HAVA or establish and support sector-specific umbrella organizations such as AOPS (a Haitian organization which coordinates AID-supported health programs) and PADF (which coordinates the AID-supported reforestation program in Haiti). We recommend the broad-based approach.

One possible advantage of the sectoral approach is that a sector-specific organization may be more diligent and effective in meeting the needs of its sector by virtue of its high degree of specialization and exclusive dedication to the sector. However, it is quite possible that the advantages of specialization could be achieved through the HAVA Technical Committees (as it has been in the case of the Water and Sanitation Committee). And single-minded dedication to one sector has its drawbacks as well as advantages, as will be discussed shortly.

Another possible advantage of a sector-specific organization such as AOPS is that it brings under its umbrella not just PVOs but government and for-profit private groups as well. This would seem the optimum approach to coordination within the sector, while HAVA would have to deal with Government and for-profit groups as outsiders through interorganizational coordination.

However, there are a number of possible administrative and program advantages to the broad-based approach. In theory it would be best to support both types of organizations, but that might not be possible. If sector-specific orgnizations were created in every sector, the PVOs, many of which are multisectoral, would be hard put to participate in both HAVA and the sector-specific organizations. Several which are members of both HAVA and AOPS said that this would be a problem if there were several sector-specific umbrella organizations and that, if they had to make a choice, they would prefer HAVA. Donors we talked to said the same thing. Their reasons are among those possible advantages of a broad-based organization set forth

below. (It should be noted, however, that the organizations and individuals we talked to all had multisectoral interests. Single-sector organizations and technicians might well have given a different response.)

a. Administrative Advantages

- Many services can be provided more cheaply and effectively by a broad-based organization than a sector-specific one, e.g., procurement of items needed in various sectors such as office supplies and equipment, construction materials and equipment, vehicles and parts, and fuel; transportation; management training; and representation of PVO interests before the Government.

- Overhead will be lower if there is one organization rather than several with duplicate administrative costs.

- AID project management costs and burdens will be lower the fewer organizations there are and it will be dealing with an existing organization rather than having to create several new ones.

- The multisector PVOs, which are many if not most of them, will be able to go to one window for common services rather than having to go to several.

b. Program Advantages

- In supporting HAVA we are dealing with a potentially effective organization which has already been created rather than organizations which do not yet exist and are therefore of uncertain potential.

- A broad-based organization is capable of an integrated, systems approach to development which is more likely to take into consideration significant and long-term relationships between the sectors than organizations with professional and vested interests in one sector which must coordinate across organizational and professional lines (rather like the U.S. Army, Navy, and Air Force).

- Similarly, a broad-based organization is more likely to become aware of and deal with unforeseen consequences outside the sector (e.g., health consequences of water impoundment for agriculture) or adverse developments which follow a sectoral intervention (e.g., changes in markets) than is a sector-specific organization.

- Sector-specific organizations are more likely than a broad-based one to focus on technical problems to the neglect of the very important human ones.

- A broad-based organization with a primary goal of PVO institutional development is likely to do a better job of it than a sector-specific organization the primary goal of which is to further a specific program, particularly in that many if not most of the PVOs are multisectoral.

- A broad-based organization is likely to carry more weight in negotiations with the government.

3. Ongoing Funding

AID should perform an informal, in-house evaluation of HAVA around January of next year to determine whether it is realizing its potential and should be provided further funding. The evaluation should look particularly at such things as: increase in and quality of HAVA PVO insitutional development and coordination activities; progress on representation functions and establishment of reimbursable services and fund-raising activities; level and quality of Technical Committee activity; effective grant administration; and focus on priorities. If the evaluation determines that HAVA has made satisfactory progress in realizing its potential in all or most of these respects, AID should provide further funding.

4. Additional Funding

HAVA's success in meeting its objectives during the bridging grant period and beyond will be dependent on the following, in order of priority:

- funds for hiring a reimbursable services manager, who should begin as soon as possible in the interests of reducing dependence on AID and other outside funding and setting HAVA on the path of financial sustainability;

- funds for retaining at least a part-time fund raiser in the United States during the bridging grant period;

- $80,000 for continued small ($5,000 or less) subgrants during the bridging grand period, if institutional development goals are to be met;

- $5,000 for training and technical assistance related to institutional development during the bridging grant period;

- funds for additional grant administration personnel if AID funding for subgrants is increased beyond the above $80,000 plus the $300,000 AID currently proposes to give HAVA for four large grants;

- funds for a deputy to the Secretary General, especially if subgrant and loan programs are expanded beyond the $380,000 which, with a pending InterAmerican Foundation grant, would already entail HAVA hiring three more professionals;

- funds for hiring Technical Committee project coordinators; and

- funds for hiring a market researcher in the United States.

It is particularly desirable that the first four items be financed during the grant period and strongly recommended that AID provide the required financing. Though the second through fourth items would require additional funding, part if not all of the funding for the reimbursable services manager might come out the bridging grant proposal, for example from the items for Public Relations and International Travel and Per Diem. HAVA's most effective public relations would be the effective execution of its priority programs. International travel is desirable, for example in connection with fund raising, the hiring of fund raising and market research personnel, developing technical assistance sources, and identifying sources of supply for procurement services. However, it would not be essential to go abroad for these purposes in the next year, given connections already established by HAVA, so that this item is postponable.

5. Program size

It is important that AID avoid pressure on HAVA to increase the subgrant program at the expense of other priorities. If it is desirable to move more money through HAVA, more should be provided for subgrant administration and a deputy, but even then care should be taken not to increase subgrants to the point where the amount of supervision required of the Secretary General, particularly considering that many of the staff will be new, interferes with other priorities or jeopardizes the quality of subgrant administration. As HAVA develops staff and administrative funding sources it should be able to handle a growing and ultimately very substantial portion of AID's grants to the PVO sector. However, efforts to force the pace excessively could be seriously counterproductive.

6. Program Coordination

Management training for AOPs members should be provided by or coordinated with HAVA management training so as to avoid unnecessary duplication.

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VI. LESSONS LEARNED

This might more appropriately be called Lessons Reaffirmed.

A. LEADERSHIP

The experience of HAVA with its original and current leadership and of the Water and Sanitation Committee reaffirms the overriding importance of capable, dynamic, and dedicated leadership. Leadership may reside in a group of people as well as one individual, but without it organizational systems and structures, no matter how excellent, are rarely very productive and never sufficiently adaptable, and with it effective systems will usually be devised. In short, development organizations function well to the extent they are led by people who can make things work. This seems a truism, but it is overlooked witn surprising frequency. Efforts are constantly made at "institution building" on the implicit assumption that adequate staff will be provided or that this is not the responsibility of those who design or even initate programs of support for the institution. That's putting the cart before the horse.

B. SUPPLY-DRIVEN PROGRAMS

The experience with FAVA and the PADF excess program reaffirms the lesson that support programs which are oriented toward what the assisting organization can most easily supply rather than toward what the assisted organization needs are doomed to failure.

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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT

☐ PIO/C
☐ PIO/P
☒ PIO/T
☐ PA/PR

☐ Worksheet ☒ Issuance

1. Cooperating Country: Haiti

ANNEX A

2a. PIO Number: 521-0000.4-3-60041

2b. ☒ Original OR Amendment No. ____

3. Project Number and Title: 521-0000.4 PD&S - EHR

Indicate block numbers

Use this form to complete the information required in any block of a PIO/P, PIO/T or PA/PR. For PIO/C, furnish the item number, quantity, description/specifications, including catalog stock number and price when available.

ATTACHMENT No 1

STATEMENT OF WORK

A. OBJECTIVE

The Mission's FY 1986 Evaluation Plan calls for a final evaluation of the project to review implementation progress over the two-year 1984-1986 LOP period, to assess the extent to which the Haitian Association of Voluntary Agencies (hereinafter referred to as HAVA or Grantee) was able to improve, expand and institutionalize itself in support of its PVO membership in Haiti.

B. SCOPE OF WORK

Under the joint guidance and supervision of OPVD's Division Chief and the Mission Evaluation Officer, two evaluation specialists, with broad PVO experience, including PVO consortia, shall be contracted for a working four-week period to implement the scope of work detailed below. One evaluation specialist, the Team Leader, will be recruited under this PIO/T. The other evaluation specialist will be recruited by USAID/Haiti. This individual will be under the supervision of the Team Leader. Individual tasks and assignments will be determined and agreed upon by both evaluators. Prior to starting in country work, the AID/W recruited contractor will review evaluations, lessons learned, and other pertinent documentation at the AID/Washington Center for Development Information and Evaluation regarding PVO consortia projects, services and functions.

1. HAVA Administrative Development/Reinforcement

a) review HAVA's personnel evaluation system and determine its effectiveness, particularly in identifying and correcting administrative, management deficiencies;

b) assess the extent to which job descriptions are clearly formulated, the degree to which they accurately reflect tasks performed, and whether or not the need exists to refine or revise them. In addition, explore future staffing requirements and determine if technical assistance or training is needed for staff development;

c) analyse HAVA's management systems, including the MIS, and evaluate their effectiveness in achieving Grantee's institutional goals;

CONTINUATION SHEET

FY 86

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT

☐ PIO/C
☐ PIO/P
☒ PIO/T
☐ PA/PR

☐ Worksheet ☒ Issuance | PAGE ___ OF ___ PAGES

1. Cooperating Country: Haiti

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d) assess the thoroughness and completeness of the administrative procedures and processes as established in the Procedures Manual - focusing on supervisory, coordination, planning and evaluation management functions - and evaluate their appropriateness and effectiveness in achieving internal operating efficiency;

e) describe the structure, composition and mode of operation of the Executive Committee (particularly its relationship to the HAVA staff and the General Assembly), and assess its performance in the achievement of HAVA's institutional goals. This section should also include an evaluation of the effectiveness of HAVA's technical committees and the Emergency Preparedness and Disaster Assistance monitoring unit in achieving planned objectives as stated in work plans and budgets;

f) determine the extent to which HAVA is emerging as a central agency representing and serving the interests of all member PVOs, indigeneous and foreign based, religious and secular, and recommend ways to rectify any imbalance identified. This task will require the interviewing of a representative sample of member PVO agency Directors;

g) assess the perceptions of other donors through a representative sampling, toward HAVA's goals, objectives, usefullness, and effectiveness;

h) interview a representative sample of non-HAVA members (both indigeneous and other) to determine why they are not members; and

i) determine HAVA's effectiveness in consolidating and expanding its membership.

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2. Services Provided to Member PVOs

The project purpose called on HAVA to provide essential coordination services to its PVO membership. The contractors will evaluate the extent to which HAVA was successful in achieving this objective, including:

a) is HAVA adequately coordinating HAVA membership activities with other PVO consortia, such as PACT, AFID, CODEL, etc.?

b) is the requisition and distribution system that was planned to channel excess equipment from external agencies (e.g., PADF, FAVA) to HAVA PVO members, functioning satisfactorily? If not, identify the causes of the major stumbling blocks and propose ways of resolving them;

c) are the established public information mechanisms - e.g., General Assembly meetings, seminars, newsletter, etc. - effective means of disseminating information, discussing activities and soliciting ideas and opinions? If appropriate, recommend ways that are more effective to accomplish this purpose;

d) is HAVA's permanent staff, executive and technical committees sufficiently aware of field activities to coordinate PVO programs?

e) are the services currently being provided by HAVA to its membership appropriate? What other types of services are recommended? and

f) if planned activities were not carried out or were modified in some way, were such actions justified?

3. Development Activities (PVO Sub-Grant Program)

a) With respect to this component, the contractors shall evaluate the Grantee's management performance of this program, including the appropriateness of development priority focus, program selection process and criteria, and anticipated development impact of sub-grant, activities. Determination should also be made whether or not sub-grants either as currently implemented or in a modified form, ought to become a permanent development activity of HAVA, or if other development activities should be undertaken by HAVA.

b) USAID originally envisioned HAVA as becoming an organization through which substantial funds could be channeled to provide sub-grants to other PVOs. Is this a realistic expectation and should it be a function of HAVA?

4. HAVA's Long-Term Financial Viability

a) analyze and describe the institutional relationship between the Florida Association of Voluntary Agencies (FAVA) AND HAVA and comment on the nature and extent of assistance the former provided to the latter. In this context, the contractors shall thoroughly review the recently completed AID/W evaluation of FAVA activities, and highlight pertinent lessons learned;

b) assess the Grantee's effectiveness in carrying out local or any other fund raising activities, particularly those which would pay for core costs;

c) determine whether or not a formal relationship with an external PVO is indicated, to assist in fund raising, other technical assistance and equipment procurement activities. If so determined, estimate the recurrent costs involved and how they can be covered;

d) estimate the nature and level of additional staffing requirements, office space/equipment needs and recurrent costs involved, which would allow HAVA to play the planned role of being the central agency through which donors channel funds to PVOs in Haiti; and

e) examine the impact of the USAID budgetary process on HAVA operations.

C. REPORTS

The contractor shall prepare a complete draft report (four copies) answering the terms of the scope of work detailed above, for submission to USAID/Haiti prior to departure from the country. Five copies of the final report, organized in the standard USAID evaluation format as laid out in the attached sheet, shall be submitted no later than two weeks after receipt of USAID comments.

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Kenneth, Former Latin America Coordinator,
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International Child Care/Haiti

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Marcel Tremblay, Director,
Kominote Rekin e Dofin (KREDO)

Mychelle Tremblay, Director
Save the Children Federation of Canada/Haiti

ANNEX C

MEMBER QUESTIONS CHECK LIST

1. What services does HAVA provide you?

   How useful are they?

   Order of importance?

2. What are the most important things HAVA could do for you?

3. What do you consider the most important things HAVA could do not just for your organization but in general?

4. What do you think of and how, if at all, would you change HAVA's

   - action vis-a-vis the government and donors
   - efforts at coordinating PVO positions and programs
   - review of grant proposals
   - technical assistance
   - seminars and workshops
   - bulletins
   - general assembly meetings?

5. What other problems, if any, do you have with HAVA?

   How important are they?

   What changes, if any, would you like to see made?

6. Do you think HAVA can exercise more influence on the government than individual PVOs?

7. What do you think of Kathy Mangones, the current Secretary General (Executive Director) of HAVA?

8. For HAVA committee members: why do you think HAVA is worth your time?

9. In what way does and could your organization contribute to HAVA's performance of its functions?

10. How do you see HAVA relationship to AID and the AID program?

11. To International PVOs: Do you think it would be reasonable for HAVA to have a sliding scale of fees with international PVOs at the top?

12. How useful are HAVA's bulletins and seminars?

13. Is there anyone you'd particularly recommend we talk to about any of the above questions?

NON-MEMBER QUESTIONS CHECK LIST

1. What's your impression of HAVA?

2. What's its reputation?

3. Would you consider joining it?

   If not, why not?

   Are there any changes it could make which would cause you to reconsider?

4. If you're interested in joining, what would you like HAVA to do for you?

5. What are the most important things you think it can do in general?

6. What if anything do you know or have you heard about the Director of HAVA and what's your opinion of her?

7. Have you been to the HAVA offices?

   What was your impression of them?